

Union Calendar No. 678

98th Congress, 2d Session - - - - - House Report 98-1195

**REPORT ON THE ACTIVITIES
IN THE 98TH CONGRESS**

OF THE

**SELECT COMMITTEE ON
CHILDREN, YOUTH, AND FAMILIES**

HOUSE OF REPRESENTATIVES

YEARS 1983 AND 1984

[Pursuant to Rule XI (1)(d)]



**JANUARY 2, 1985.—Committed to the Committee of the Whole House on
the state of the Union and ordered to be printed**

U.S. GOVERNMENT PRINTING OFFICE

51-006 O

WASHINGTON : 1985

H963-6

LETTER OF TRANSMITTAL

HOUSE OF REPRESENTATIVES,
SELECT COMMITTEE ON CHILDREN, YOUTH, AND FAMILIES,
Washington, DC, January 2, 1985.

Hon. BENJAMIN J. GUTHRIE,
Clerk, House of Representatives,
Washington, DC.

DEAR MR. GUTHRIE: In accordance with House Rule XI (1)(d), we are pleased to transmit the enclosed report entitled, "Report on the Activities in the 98th Congress of the Select Committee on Children, Youth, and Families." This report has been preceded by a document entitled, "Children, Youth and Families: 1983, Year-End Report," which was transmitted to you late last year.

Read together these reports provide a detailed analysis of the Committee's work during the 98th Congress.

Respectfully submitted.

Sincerely,

GEORGE MILLER,

Chairman.

DAN MARRIOTT,

Ranking Minority Member.

Enclosure.

CONTENTS

	Page
Overview	1
Membership.....	2
Summary of 1984 activities.....	2
Committee hearing summaries (2d Sess., 98th Cong.):	
The New Unemployed: Long-Term Consequences for Their Families (March 5, 1984).....	4
Child Abuse: What We Know About Prevention Strategies (March 12, 1984)	7
Child Care: Beginning a National Initiative (April 4, 1984)	10
Working Families: Issues for the 80's (April 13, 1984)	14
Youth and the Justice System: Can We Intervene Earlier? (May 18, 1984) ..	17
Child Care: Exploring Private and Public Sector Approaches (May 21, 1984)	19
Improving American Education: Roles for Parents (June 7, 1984).....	21
Violence and Abuse in American Families (June 14, 1984)	23
Child Care: Exploring Private and Public Sector Approaches (June 18, 1984)	25
Improving Child Care Services: What Can Be Done? (September 5, 1984) ...	28
Improving Child Care Services: What Can Be Done? (September 6, 1984) ...	30
Child Abuse and Day Care (September 17, 1984)	31
Reference list of testimony presented and submitted for hearing records, 1984.	34
Excerpts from "Families and Child Care: Improving the Options"	40

ACTIVITIES OF THE SELECT COMMITTEE ON CHILDREN, YOUTH, AND FAMILIES

JANUARY 2, 1985.—Committed to the Committee of the Whole House on the State of the Union and ordered to be printed

Mr. MILLER of California, from the Select Committee on Children, Youth, and Families, submitted the following

REPORT

OVERVIEW

In accordance with House Rule XI (1)(d), the following report of the activities of the House Select Committee on Children, Youth, and Families during the 98th Congress is respectfully submitted. This document is intended to provide a brief summary of Committee hearings and activities during the second session of the 98th Congress. A description of this Committee's work during the first session is contained in the publication, "Children, Youth, and Families: 1983, A Year-End Report" (March 1984).

Although the Committee has been in existence only during the 98th Congress, it has already begun to fulfill its principal mandate: "to enhance significantly the capacity of Congress to conduct comprehensive oversight on issues affecting children, youth, and families" (House Resolution 16).

During the 98th Congress, the Select Committee on Children, Youth, and Families conducted 25 hearings and 11 site visits. Of the 25 hearings, ten were field hearings, including five regional assessments of current conditions among America's children, youth, and families. Six others were devoted to the Committee's bipartisan national child care initiative. Each field hearing was accompanied by a site visit. In addition to transcripts of all hearings, the Committee published five reports on issues of significance to children, youth, and families.

There were six meetings of the full committee during the 98th Congress.

MEMBERSHIP

The Select Committee on Children, Youth, and Families during the 98th Congress included 25 Members, each of whom served on the full committee and one or two of the Committee's three task forces. The members are listed below:

FULL COMMITTEE

GEORGE MILLER, California, *Chairman*

WILLIAM LEHMAN, Florida
 PATRICIA SCHROEDER, Colorado
 LINDY BOGGS, Louisiana
 MATTHEW H. McHUGH, New York
 JERRY M. PATTERSON, California
 BARBARA A. MIKULSKI, Maryland
 TED WEISS, New York
 BERYL ANTHONY, Jr., Arkansas
 BARBARA BOXER, California
 SANDER M. LEVIN, Michigan
 BRUCE A. MORRISON, Connecticut
 J. ROY ROWLAND, Georgia
 GERRY SIKORSKI, Minnesota
 ALAN WHEAT, Missouri
 MATTHEW G. MARTINEZ, California

DAN MARRIOTT, Utah, *Ranking Minority*
 HAMILTON FISH, Jr., New York
 DAN COATS, Indiana
 THOMAS J. BLILEY, Jr., Virginia
 FRANK R. WOLF, Virginia
 DAN BURTON, Indiana
 NANCY L. JOHNSON, Connecticut
 JOHN R. McKERNAN, Jr., Maine
 BARBARA F. VUCANOVICH, Nevada

TASK FORCES

TASK FORCE ON PREVENTION STRATEGIES

WILLIAM LEHMAN, *Chairman*
 THOMAS J. BLILEY, Jr., *Ranking Minority*

TASK FORCE ON CRISIS INTERVENTION

LINDY BOGGS, *Chair*
 HAMILTON FISH, Jr., *Ranking Minority*

TASK FORCE ON ECONOMIC SECURITY

PATRICIA SCHROEDER, *Chair*
 DAN COATS, *Ranking Minority*

During 1984 one of the full committee members, Mickey Leland, Texas, resigned to assume the chairmanship of another select committee. Matthew Martinez, California, joined the Committee at that time.

SUMMARY OF 1984 ACTIVITIES

Following is a list of the activities conducted by the Select Committee on Children, Youth, and Families during calendar year 1984. Following the list is a summary of the major findings of each Committee hearing.

HEARINGS CONDUCTED

The New Unemployed: Long-Term Consequences for Their Families—March 5—Detroit, MI.

Child Abuse: What We Know About Prevention Strategies—(Prevention Strategies Task Force) March 12—Washington, DC.

Child Care: Beginning A National Initiative—April 4—Washington, DC.

Working Families: Issues for the 80's—April 13—Hamden, CT.

Youth and the Justice System: Can We Intervene Earlier?—(Crisis Intervention Task Force) May 18—New Orleans, LA.

Child Care: Exploring Private and Public Sector Approaches—May 21—Irving (Dallas/Fort Worth), TX.

Improving American Education: Roles for Parents—(Prevention Strategies Task Force) June 7—Washington, DC.

Violence and Abuse in American Families—June 14—Washington, DC.

Child Care: Exploring Private and Public Sector Approaches—June 18—San Francisco, CA.

Child Care: Improving Child Care Services—What Can Be Done?—September 5 and 6—Washington, DC.

Child Care: Child Abuse and Day Care—Jointly held with Committee on Ways and Means Subcommittee on Oversight—September 17—Washington, DC.

SITES VISITED

Project Bridge.—Detroit, MI (job-seeking skills and retraining program run by Jewish Vocational Services).

Leila Day Nurseries.—New Haven, CT (the nation's oldest child care center for children of working parents).

Adolescent Service Center.—New Orleans, LA (specialized education and counseling services to junior high school students with disciplinary problems, and their parents, to prevent school drop-out).

Zale Corporation Child Care Center.—Irving (Dallas/Fort Worth), TX (on-site corporate child care center).

Child Care/Study Center.—University of California at San Francisco (preschool for children of students, employees and the community).

REPORTS ISSUED

Children, Youth, and Families: 1983.—This report is based on the 1983 activities of the Committee. It synthesizes testimony of more than 170 witnesses, as well as information developed through site visits and reports. The report includes the Committee's major findings after its first year.

Demographic and Social Trends: Implications for Federal Support of Dependent Care Services for Children and the Elderly (released in 1984).—This study, prepared by the Congressional Budget Office, analyzes how population growth, economic trends, and changes in the workplace in the 1980's could affect the two groups most traditionally in need of dependent care—very young children and very elderly adults. The paper looks at how demand for these services might change, as well as which Federal policy options could address the changing service needs.

Families and Child Care: Improving the Options.—This report is the culmination of a bipartisan, nationwide initiative on child care—the first of its kind in more than a decade. It includes specific findings and recommendations for legislative action. It is a com-

prehensive report on child care around the country based on testimony of over 190 witnesses.

SUMMARY OF FULL COMMITTEE HEARING ON "THE NEW UNEMPLOYED: LONG-TERM CONSEQUENCES FOR THEIR FAMILIES," REDFORD TOWNSHIP, MICHIGAN, MARCH 5, 1984

Family stress is often related to the onset of economic difficulties, as the Committee learned in 1983. To better understand the impact of unemployment on families, particularly those that have had a long-term wage earner, and how a severely hit community has responded, the Committee convened a hearing in Redford Township Michigan, a suburb of Detroit, on March 5, 1984.

The hearing began with testimony from several parents and children, as well as from a school guidance counselor.

Charles Knapp, an unemployed diesel mechanic and volunteer with the Southeast Advisory Committee, has been unemployed in his field since 1980, although he had worked since 1962 as a heavy duty truck mechanic. He described the difficulties that unemployment brought to him and his family, as he became a "house mother," withdrew from his friends, and felt guilty for not being able to provide for his family. His relationship with his wife deteriorated, she began drinking, and he sought counseling. Finally, when his marriage broke up, his sons, ages 8 and 12, began to suffer. Two years ago, Mr. Knapp began to do volunteer work to help other people from his community with similar problems, people who were faced with losing their homes and living in poverty.

John Morris, an auto worker, switched careers after being laid off. He is currently a Participant Coach at the Ford/UAW National Development and Retraining Center in Dearborn, Michigan. Although "employed" for 5 years, Mr. Morris spent three of them on unemployment lines, as did many of his co-workers. Most recently, he volunteered with U.A.W. Local 600 to help other unemployed auto workers. From his own experience, and those he has counseled, he presented to the Committee a clear description of the problems faced by families of displaced auto workers. These include: a loss of confidence, a feeling of uselessness, depression over not being able to provide the basic needs of one's family, and an inability to face the financial stresses of mortgage payments. He stressed the need for retraining opportunities.

Dr. Artie Morris-Vann, an elementary guidance counselor with the Detroit public schools, appeared next. In mid-1979, Dr. Morris-Vann noticed an increase in the number of students referred for counseling, many of whom were referred for daydreaming, aggressive behavior, and excessive nervous energy. In many of these cases, one or both of their parent were unemployed. She also found they often felt that somehow they were to blame for the unemployment, were embarrassed to be without money, and were fearful for the future.

Dr. Morris-Vann was accompanied by two school children. *Dawn is 10, and a fifth grader at Carver Elementary School in Detroit*. Her step-father has been unemployed for two years. Believing that it was somehow her fault, her grades dropped from "As" and "Bs",

to "Ds". Her parents separated, and nearly lost their home due to their inability to keep up with the payments.

Mignon is also 10 and a fifth grader at Carver Elementary School. In 1978, her father, a press operator at a Chrysler auto plant, was laid off. He has been unemployed since, has had a nervous breakdown, and been hospitalized. Her mother has worked, but is not now employed. As her family's economic picture worsened, Mignon began to daydream in class, and her grades dropped. She has been working with Dr. Morris-Vann, however, since 1982, and has become a "peer counselor" in the group counseling sessions. She is again receiving "As" and "Bs" in school.

The second group of witnesses were administrators of various programs designed to assist unemployed families.

Mary Wehking is the Administrative Director of the Child Care Coordinating and Referral Service in Washtenaw County, located west of Detroit. Because most low income parents cannot afford child care, but without child care are often unable to work, her agency, using Community Development Block Grant funds, established a modest child care scholarship program for single working mothers, or those in training. They also created a training program called the "Family Day Care as a Small Business Training Project," using funds from the Emergency Jobs Bill. the results of this program, designed for those who wish to work in their own homes as family day care providers, exceeded their expectations: 17 new day care homes were established.

The Downriver Community Conference (DCC), a consortium of 16 communities south of Detroit, was created in 1976 to address the needs of area families. *Nancy Nagle is the Client Services Program Manager.* In 1980, with the help of local leaders from business, labor, banking and community organizations, the Conference responded to a plant shut-down by developing an employment and retraining program, as well as an unemployment information and referral hotline, which has evolved into a more general hotline to assist families with unemployment related problems. Their largest and most successful program is project Health Care, which, through the volunteer efforts of 110 local physicians and 7 hospitals, provides free or low-cost health care to those unemployed who have no medical insurance or who are ineligible for Medicaid.

Dick Buss is the Director of the Economic Development Department at DCC. In response to the decline in employment opportunities in the Downriver area, a community economic development program has been created. Through these efforts, within the first year, 72% of those who participated in the retraining program were re-employed at jobs paying within approximately one dollar per hour of their previous wage. DCC also works in conjunction with the U.S. Small Business Administration and the Michigan Department of Commerce to bring new business into the area, and to help existing firms get loans and contracts. Two years after opening their business assistance center, over 870 firms had used their services, 96 having obtained 266 contracts worth over \$59 million. Those participating firms doubled their average number of employees.

Churches have also begun to respond to the employment needs of the families in their congregations, recognizing the impact unem-

ployment has had on them. *Reverend Michael Dana is the pastor at the Joy Christian Fellowship in Southgate.* Their Job Assistance Ministry provides counseling and referrals for the unemployed and those wishing to change occupations. Created in 1983, they use volunteer staff to contact employers, and then match available jobs with the applicants' skills. Of the 500 applicants, approximately 240 were referred to permanent employment. Employers appreciated the screening services provided by the Job Assistance Ministry. The program is supported by the church and individual contributions.

Tabernacle Missionary Baptist Church, the second largest black church in Detroit, has also developed programs to help the unemployed. *Reverend Oscar Carter, the Administrative Assistant to the Pastor,* described their Child Development Center for preschoolers and school-age children, their food and clothing pantry which has recently served many more male heads of households, as well as their counseling and job placement programs. In his ministry, Reverend Carter has increasingly had to deal with families losing their homes, doubling up in crowded apartments, and has seen more people in need of counseling, especially for alcohol and drug abuse-related problems. He also emphasized the need for training and retraining programs so that those who were unemployed could meet the requirements for available skilled jobs.

The final panel of witnesses focused on the financial, emotional and behavioral effects of unemployment on families. *Shirley Tate, the Executive Director of the Office of Children and Youth Services, Michigan Department of Social Services,* acknowledged that the department has experienced a 52 percent increase in program and service demand over the past four years, as unemployment has grown by more than 81 percent. She noted that the improving economy could reduce public assistance caseloads, but in Michigan, demographic factors and the state's changing job market will increase caseloads for certain categories of clients such as female/single-parent households, and technologically or industrially displaced workers. The number of two-parent families receiving public assistance because of unemployment has jumped by almost 250 percent during the same four-year period. Reports of both child abuse and admissions to alcohol treatment programs have also risen during this period.

Pontiac, Michigan has also experienced a substantial increase in child abuse and neglect cases, according to *Dr. James Rosenfeld, Clinic Administrator of the Oakland County Child and Adolescent Clinic.* After 1980, the numbers of abused children reported by the Clinic to protective services increased 450 percent. More than half of the Clinic's clients are ADC families, with no private health benefits. Staff cuts, and increased requests for emergency services, have shifted the clinic's focus from prevention to more crisis-oriented care.

Dr. Ann Sheldon, Coordinator of the Metropolitan Social Surveys Project at Wayne State University in Detroit, brought to the Committee results from her 1982 survey of 600 Detroit households. Her findings strongly suggest that economic distress is a major factor in determining health status. Families with both, or the only parent unemployed, or highly stressed employed families, are more likely

to report health problems. Stress can be caused by economic loss and economic insecurity. One third of the employed families reporting high levels of economic stress had one or more depressed children.

Following the hearing, members of the Committee visited Project BRIDGE, a job-seeking skills and retraining program for dislocated workers in the Detroit metropolitan area. BRIDGE, "Beginning Re-Entry with Information and Decision Making for Gainful Employment," is operated in downtown Detroit by Jewish Vocational Services.

Begun in June, 1982, the program offers career assessment and vocational counseling, retraining and relocation information, and a job-search club. Persons over 30, unemployed for 26 weeks or more, with at least three years of positive work history, are eligible for the program.

Nearly two-thirds of those served by the program are male, and over half are white, and over half are between 30 and 39 years of age. Over a quarter formerly worked in the automobile industry.

Members of the Committee observed a group counseling session. At that particular session, participants viewed video tapes of practice interviews, after which they assessed each others performance and skills.

Committee members later talked with group members about their personal histories, and how the program was helping them. Over half of the 30 or so participants had been unemployed for over 2 years. Most of them had families with young children. One woman described her frustration when she lost her job and tried to get on Medicaid so that her four children would have adequate health care. She learned that because she did not qualify for AFDC, she was not eligible for Medicaid. She did not want AFDC, only the assurance that her children would receive care if they became sick.

One man with an M.A. in Fine Arts had been unemployed for over a year. He, along with others, expressed gratitude that Project BRIDGE was available. It had helped them gain confidence in themselves, and opened opportunities for them. As one woman put it, Project BRIDGE gave her a reason to get up in the morning.

**SUMMARY OF PREVENTION STRATEGIES TASK FORCE HEARING ON
"CHILD ABUSE: WHAT WE KNOW ABOUT PREVENTION STRATEGIES"
WASHINGTON, D.C., MARCH 12, 1984**

As the Committee learned in 1983, child abuse is affecting an increasing number of child victims and their families. On March 12, 1984, the Task Force on Prevention Strategies convened a hearing to learn how to best prevent the tragedy of child abuse and neglect.

Anne Cohn, Executive Director of the Chicago-based National Committee for the Prevention of Child Abuse (NCPCA), estimated that more than one million children are seriously abused by their parents each year

Dr. Cohn emphasized the need for prevention. Although research evidence is somewhat limited, there is much we do know about abuse prevention. A recent evaluation of prevention programs by NCPCA, undertaken with support from HHS, shows that informa-

tion on child development and how to manage children and support for new parents helps diminish the chances of abuse. Programs to educate children about sexual abuse also have been effective. Efforts to reduce stress would aid families in avoiding abuse.

Dr. Cohn described a multi-faceted, community-based approach to prevention which is designed to educate parents, children and families. This approach includes: support and education programs for new parents; screening and treatment programs; greater child day care options; programs for abused children; and life skills training for children and young adults. Children's Trust Funds, which some states have begun to use, are effective mechanisms to generate funding for child abuse prevention programs.

Testimony from a second group of witnesses began with *Cheri Stevens, a member of Parents Anonymous (P.A.)*. Ms. Stevens, formerly an abusive parent, described almost killing one of her two adopted daughters before she eventually managed to understand and control her behavior, with the help of the local Parents Anonymous group. She is currently a group leader in P.A.

The Committee also received testimony from a father who had sexually abused his daughter, now 18 years old, when she was between the ages of five and 14. There is a history of abuse in his family. He had been abused as a child, and his son had been abused by another relative. This father, with the help of the Parents United self-help program network in his community, has not had any further incidents.

Leonard Lieber, Executive Director of Parents Anonymous, described the work of the P.A. self-help program. He characterized self-help as the critical feature in human services programs. The P.A. program, begun in 1970, and consistently supported with federal dollars, provides support and guidance through peer and professional volunteers.

Fae Deaton, Co-Director of Parents United of Virginia, described how Parents United self-help programs work in conjunction with other organizations in the Tidewater area to prevent and treat sexual abuse. Services are coordinated with all local law enforcement officials, courts, social service agencies and private groups which offer treatment and support. She noted that one of the major goals of the support programs is to prevent the recurrence of molestation. Members of support groups monitor each other in and outside the groups and report recurrences.

The final panel of witnesses described a variety of successful prevention and treatment approaches, as well as some of the problems facing the families whom they treat.

Dr. Vincent Fontana, Medical Director and Pediatrician-in-Chief, New York Foundling Hospital, told the Committee that child maltreatment is a major problem confronting a large number of parents "caught in the web of a multi-problem family unit." Almost one-fifth of the families seen in his Crisis Nursery program were homeless, and about the same proportion had violence-related problems. He reported that, among other things, children who grow up in violent homes are more likely to be violent than those reared in non-violent ones.

Dr. Fontana described an effective primary prevention program for high-risk families and their children: the "Island of Safety"

Crisis Nursery at New York Foundling Hospital. It began in 1982, to prevent abuse or neglect by parents under stress or in crisis, and has proven that parents can be encouraged to seek help on their own and will use programs when they know about them. Several hundred children received services in the Nursery's first year, and the program's Parent Helpline has received over 4,000 calls since its inception. Despite the proven need for such programs, Fontana expressed concern regarding the ability of hospitals to respond to abusive situations because of increasingly restrictive reimbursement policies.

As others had mentioned, Fontana stressed that groups serving families must coordinate their efforts to identify high risk families and children.

Dr. Frederick C. Green, Associate Director, Children's Hospital National Medical Center (CHNMC) in Washington, D.C., also testified that child maltreatment is often intertwined with other critical issues such as unemployment, poor housing, severe medical problems, and internal family strife. He noted that while a traditional goal of preventive intervention is to assist in the development of skills for handling stress, it is also necessary to provide practical assistance to help solve some of the families' immediate survival problems.

Dr. Green highlighted three prevention initiatives operated by CHNMC's division of Child Protection. The Parenting Skills Education Program offers specific instruction to parents to modify abusive behavior. The School-Based Sexual Abuse Prevention Program works with third and fourth graders, as well as parents and school personnel, to help them understand clearly what is meant by sexual abuse. The children are taught ways to protect themselves and where to go for help. The Juvenile Abuser Treatment Program treats the juvenile sexual abuser, and his or her family. Other members of the family may be treated in cases of intrafamilial abuse. Dr. Green noted that recidivism is less than eight percent in treated cases, in contrast to recidivism estimates of 50 percent without intervention.

Johanna Schuchert, Executive Director, Parents Anonymous of Virginia, described several of their projects in Virginia. One involves boys who have been removed from their homes for reasons related to child abuse and neglect and now live in a group home. In this particular situation, older boys work with younger children who have problems similar to their own.

Another effort provides assistance to women in prison and includes child development and parent education classes, as well as various support programs within and outside the institution. Participants in this program have shown a much lower recidivism rate after release.

Dr. J.M. Whitworth, Associate Professor of Pediatrics, Child Abuse and Neglect, University of Florida, cited several studies relating child abuse and neglect to a variety of other serious social problems. For example, many juvenile delinquents have a history of severe physical punishment, and a large proportion of teenage prostitutes have histories of sexual victimization.

Dr. Whitworth described one statewide prevention effort now underway in Florida. In 1982 Florida passed legislation requiring a

statewide plan for the prevention of child abuse and neglect. It requires instruction for all school personnel, education for law enforcement personnel, and an extensive public awareness campaign. Prevention programs have been developed to work with high-risk families both before and after child birth, providing parenting education, labor coaches, and house health visitors. With regard to sexual abuse, awareness programs using the "good touch-bad touch" approach have begun. Also, effective crisis nursery programs have been developed to provide help to parents in distress. Whitworth emphasized the importance of supporting a range of prevention and treatment programs.

SUMMARY OF FULL COMMITTEE HEARING ON "CHILD CARE: BEGINNING A NATIONAL INITIATIVE" WASHINGTON, D.C., APRIL 4, 1984

In its 1983 national assessment of families and children, the Select Committee learned that finding affordable, quality child care is a significant challenge faced by millions of American families. In 1984, the Committee conducted a major bipartisan child care initiative, which began in Washington, D.C. on April 4, 1984.

At this overview hearing the Committee heard from researchers and providers, as well as from parents and children faced with difficulties in finding or using available child care. The intent was to explore current child care arrangements and to identify barriers to improving or expanding child care options for families.

Dr. Sheila Kamerman, Professor at the Columbia University School of Social Work and Fellow at the Center for Advanced Study in the Behavioral Sciences in Palo Alto, California, provided recent BLS data on labor force participation of women. Citing previously unpublished information, Kamerman indicated that 44.5 percent of all women with children under one year of age were in the labor force in 1983. 1983 marked the first year that more than half of all mothers of children under age six were in the labor force, including 58 percent of mothers of children age 3-5 and 46 percent of mothers of children under age three. These figures continued to rise in 1984.

While Dr. Kamerman emphasized that current national data are inadequate to present a precise description of how children are being cared for, it is possible to "piece together different, sometimes not fully comparable data collected by different sources at different times," to provide a picture of children in out-of-home care. For example:

INFANTS AND TODDLERS

Infant and toddler care is one of the most rapidly growing types of child care, but remains relatively scarce and expensive;

1/3 of these very young children are cared for outside the home by non-relatives; care by relatives continues to be very important;

Child care "packages"—the regular use of more than one type of care—are used by 16% of these mothers.

PRESCHOOLERS, AGE 3-5:

70% of children age 3-5 with working mothers are in a part-day group program, often necessitating multiple-type care arrangements for the rest of the day;

Enrollment in nursery school doubled since 1970;

PRIMARY SCHOOL CHILDREN, AGE 6-10

Estimates for "latchkey" children, or children who return home to an empty house after school, range from 1.8 million to 7 million, depending on which children are counted and how "self-care" or "latchkey" is defined.

Dr. Kamerman concluded that while there has been continued growth in church-sponsored child care services and for-profit care, and some growth in public school-based programs, employer-sponsored care and information and referral services, the supply of child care remains inadequate.

Dr. Kamerman recommended developing maternity and parenting policies that make paid and job protected leaves after birth possible, providing incentives to states for before- and after-school care, raising and enforcing child care standards, and providing greater support for low-income families in need of child care.

Dr. Edward Zigler, Sterling Professor of Psychology and Head of the Psychology Section of the Yale Child Study Center, and Director of the Bush Center in Child Development and Social Policy at Yale University, discussed the primary reason so many mothers are currently in the workforce:

In modern America mothers work for the same reason fathers do: economic necessity. The bulk of current American middle-class families have achieved their standard of living through both parents in the family working. Many more families would be living at the poverty level if mothers were not in the labor force.

According to Dr. Zigler, most researchers agree that high quality supplemental care to toddlers and children who come from unstressed and stable family situations produces no ill effects on their cognitive or socio-emotional development. He raised concern, however, about the effects of group care on infants and the effects of separating parents and infants in the first weeks and months of life. The cost of providing high quality infant care in small groups, with well-trained staff, and strict sanitation and infection control procedures, is prohibitive.

Dr. Zigler recommended, with regard to infants, that tax credits be expanded and that the federal government should study the feasibility of a policy for partially paid infant care leave.

In addition, Dr. Zigler recommended that: the federal government provide seed money and other incentives to States to increase public awareness of family day care homes and to encourage licensure or registration; more stress be placed on educating parents on ways to evaluate the quality and safety of a particular child care setting; and, parent-school partnerships should be encouraged to provide programs for latchkey children.

More than on in six American children 13 years old and under may be going without child care, according to *Rachel Tompkins, Executive Director of the Children's Defense Fund in Washington, D.C.* In addition, she pointed out that child care is especially important for families and children with particular problems: the 500,000 handicapped children under age six, the 3.7 million handicapped school-age children, and the 600,000 children who are abused and neglected each year.

Tompkins maintained that lack of affordable child care is a major factor in keeping many women and children in poverty. One in six women is unemployed because she has no child care. The unemployment rate for single mothers is nearly 20 percent.

The high cost of child care contributes to a two-tier system of child care, in which higher income families are able to afford particular types of child care while lower income families cannot. On average, a family earning \$10,000 a year must pay 30 percent of its income for center-based care. In addition, Title XX centers are accepting a greater number of high-income families, since they can afford to pay for care. At the same time, child care supports for low-income families have been drastically cut. In 1984, thirty-two states were providing Title XX child care to fewer children than in 1983.

Also, since 1981, ten states have shifted funding for child care for employed families receiving AFDC from Title XX to AFDC's title IV-A Child Care Disregard, which has added to the difficulty low-income families have in finding high quality yet affordable care. Under title IV-A, families must pay for child care up front and are limited to a maximum monthly disregard of \$160, regardless of the cost of care.

Ms. Tompkins indicated that, as a result of these and other changes children are being shifted to less supportive child care arrangements or being left home alone. In summary, recent federal and state cutbacks in Title XX have added to the problems of an already inadequate child care system.

An expanded private sector role in child care is vital, but must be accompanied by an expanded public role, Tompkins noted. With little demand for unskilled labor, employers rarely provide any child care supports for those parents in greatest need.

Joan Rhones is a single mother from Washington, D.C. with four children ages 7, 8, 9 and 10. She works as a Program Analyst at IBM, earning \$28,000 a year. She receives no child support and is eligible in Washington, D.C. for subsidized care.

Her past experiences in finding and paying for child care include: placing her children with multiple babysitters over a short period of time, in some instances in situations which turned out to be abusive; refusing wage increases and losing potential income in order to remain eligible for subsidized child care; and, trying to avoid transportation problems by leaving the children at home alone, only to have their home broken into.

Ms. Rhones was accompanied by her daughter, fifth grader *Carlitha (10)*, and her son *Aaron (8)*. They attend before- and after-school programs and special classes for high achievers. The children indicated that the after-school program is far better than the fear, boredom and loneliness of staying at home alone.

Margaret Bai Clay from Fairfax County, Virginia, is the mother of three children, ages 4, 9 and 16. After her second marriage, she decided to stay home and care for her youngest child, despite the fact that she is only 20 credits short of a B.A. in psychology. To supplement her families' income, she became a family day care provider.

Ms. Bai Clay is also president of the Virginia Family Day Care Association. From a provider's perspective, she noted the importance of the Family Day Care Association in bringing providers together, providing information and training, and in helping make the Child Care Food Program available.

She also expressed concern about restrictive regulations imposed by zoning laws and "restrictive covenants" which limit the locations of family day care homes.

James Carver Githens (10), from Baltimore, Maryland discussed his experiences as a latchkey child and his desire for an after-school program.

Rebecca Henson, a 26 year old single mother from Fairfax County, Virginia is employed as a bookkeeper. She has a six year old daughter who is in kindergarten and a son aged three who attends a child care center run by the Annandale Christian Community for Action.

Ms. Henson's search for low-cost quality child care has been extensive. She has relied on county listings, newspapers, and bulletin board ads to find care and has utilized more than 14 different child care settings, only some of which were licensed. The quality of care has ranged from safe, stimulating preschool environments to a situation in which her children were abused. Presently, she is very concerned about the availability of child care and the few options available during school vacations and when her children are ill.

Ms. Henson is primarily concerned about the cost and quality of care. Both her children are in publicly supported slots, yet she still pays \$168 per month per child, out of a take-home pay of \$669.00. She has no car and must rely on public transportation, which limits her accessibility to available child care.

Linda Burton and Cheri Loveless are the founders of Mothers-At-Home, an advocacy organization for mothers who stay at home to care for their children. Their belief is that current child care policy focuses on issues of quality, availability and affordability rather than encouraging mothers to care for their own children at home.

They maintained that while many women are working for financial reasons, or because of social pressure, they would prefer staying home to care for their children. If the federal government would consider providing incentives to allow more to stay at home, they argued, it would free up quality child care for families that really need it. To achieve these goals, they recommended special mortgage packages, tax incentives for families, and equal IRA opportunities for those who elect to stay at home. They also mentioned a proposal by Father William Byron, President of Catholic University, to provide "social credits" to mothers for each year they remain at home.

Muriel Poston Hughes is Assistant Professor of Botany at Howard University and the mother of two children, ages 2 and 8. She and her husband and children reside in Wheaton, Maryland.

Hughes addressed the problem of finding quality infant care. She compared her experience in Los Angeles, where she took her son to a center-based parent cooperative for infants, to the difficulty she has had in finding quality licensed infant care for her daughter in Montgomery County, Maryland. She has tried several unsatisfactory child care arrangements for her daughter, including unlicensed and licensed family day care, and hiring someone to come into her home.

Center-based child care for infants, which she believes has been the most enriching and rewarding care possible for her children, has never been an option in Montgomery County.

Ann Yeamans, chairman of the Olney Extended Day Care Center, and the co-representative to the Executive Committee of Montgomery Child Day Care Association, Maryland, described the before- and after-school program for kindergarten through fifth grade students housed at Olney Elementary School.

Based on her experience, the principal barriers to improving child care services, are low pay and burn-out among child care providers, high cost to parents, and transportation problems which arise when under-enrolled schools which also contain child care centers are closed.

**SUMMARY OF FULL COMMITTEE HEARING ON "WORKING FAMILIES:
ISSUES FOR THE 80's" HAMDEN, CONNECTICUT, APRIL 13, 1984**

Changes in the workplace and family composition, as well as successive recession, have added to the challenges faced by families in search of economic and emotional security. For example, families are learning to cope with a situation where both parents, or the only parent works. A hearing held on April 13, 1984 in Hamden, Connecticut, explored the issues facing the families, and the ways they and their employers have responded.

The hearing began with a short skit performed by four young people from the Peer Outreach Program at the Sheldon Youth Guidance Clinic. They were: *Amy Cruz, age 18; Theresa Cooper, age 18; Gil Lagasse, age 15; and Corey Zampi, age 13.* The Peer Outreach Program, which serves primarily troubled youth, prepares skits on issues of concern to young people, and performs them before students and parents around the state. This skit focused on relations between two working parents and their children, and the typical arguments that arise concerning children helping around the house, and parents being worn out, and not having enough time.

The next group of witnesses included *Merilee Milstein, Commissioner on the Permanent Commission on the Status of Women in Connecticut, accompanied by Susan Bucknell, Executive Director of the Commission.* They provided the Committee with an overview of the demographic changes affecting children and families in Connecticut. Paralleling national trends, there has been a dramatic increase in the participation of women in the labor force, especially women with children under six. This trend is expected to continue.

The working arrangements of families are as diverse in Connecticut as they are nationally. Working parents generally need flexible hours, child care, and time off from work to be with family mem-

bers. The Commission believes that part-time work with pro-rated benefits, job sharing, and paid parental leave need greater attention.

The Commission is particularly interested in employer-supported child care, and has conducted a survey of employers which shows that there is interest among employers in child care. They are also exploring ways to expand school involvement in child care, both in elementary and secondary schools. The Commission is still concerned about the ability of Connecticut families to afford quality child care, especially teenage parents or parents in school or training.

The next witnesses were parents. *Blossom Codner lives in New Haven, is the mother of a five old son, and works as a nurse's aide at the Jewish Home for the Aged.* Ms. Codner discussed her child care problems as a single parent working the 3 p.m. to 11 p.m. shift. Because babysitters were unreliable, she was often late to work, often having to make arrangements for her son at the last minute—sometimes with people she did not completely trust. Eventually, Ms. Codner was forced to give up her apartment and move back in with her parents. Later, after she moved to the night shift, from 11 p.m. to 7 a.m., and her son enrolled in school, her problems eased somewhat.

Viola Waldo of West Haven had problems of a different kind. Her daughter was born with minimal brain damage, although the child was two years old before this diagnosis was made. Ms. Waldo described the emotional and financial burdens her family has faced as a result of this disability. Despite the fact that her husband worked two jobs, his medical benefits did not cover the frequent medical visits their child required. Their son was born with epilepsy, which compounded their financial problems, and also made it impossible to find anyone to care for their children, leaving Mrs. Waldo unable to work. Beginning as a parent-volunteer in Head Start, Ms. Waldo later became a teacher, which allowed her to purchase medical insurance for the entire family. From a yearly salary of \$7,000, \$1,342 goes for medical insurance.

David Tankoos of Hamden, Connecticut explained why, when deciding to start a family, he and his wife decided that she would continue working, and he would stay home to raise their infant daughter. Part of their decision was based on the fact that her job provided better medical benefits for families, including coverage of doctors visits and medication. He discussed some of the difficulties of being a "house husband," such as feeling isolated and worrying about reentering the job market. In addition, his wife has also been concerned about her role as a mother, and whether she is doing a good job or not. Overall, however, they are happy with their decision.

Martha Leonard, M.D., Professor of Pediatrics at the Yale Child Study Center, began the next panel of witnesses with a discussion of child care and child health issues. She listed some of the factors necessary for quality care, such as competent staff trained in early childhood development, and favorable adult/child ratios. Quality care is lacking in Connecticut, especially for infants, toddlers and school-age children. She added that facilities for good health care are already present in Connecticut, but low income families still

have problems of affordability and accessibility. Dr. Leonard pointed out that health insurance plans are not oriented toward preventive medicine, which causes particular problems for children, who need regular checkups.

Josephine Yanchak, Vice President of Local 133 of the U.A.W. in New Britain, focused on the difficulties parents have working with constant threats of lay-offs, and the financial worries many families are now experiencing. She also discussed the problem "shift work" can cause for families, and the need for flexible working hours, especially for single parents, so that parents can take care of their children. Ms. Yanchak also mentioned the need for adequate health insurance, and the negative effect stress can have on working parents.

Martha Ritter, author of "After Support Work: Post-Program Interviews with a Sample of AFDC Participants," presented an evaluation of the Supported Work Program, a federally funded, five year demonstration project designed to help various groups of unemployed people find and maintain employment. One such group, AFDC mothers, were most successful in the program with high rates of job retention.

Lola Nash is the Executive Director of the Yale-New Haven Hospital Infant-Toddler Center, an on-site child care center created in 1983 after five years of needs assessment and study. A survey conducted in 1978 showed that 50 percent of all women leaving the hospital employ to have children did not return to work, costing much in trained, experienced workers. The survey also showed a great need among the families for infant and toddlers care, which they preferred be on-site. Ms. Nash discussed the importance of quality child care and what she believes goes into a quality program, including trained professional staff, a developmentally appropriate program, good relations between staff and parents, adequate salaries and benefits for teachers and enough adults to care for the number of children. Ms. Nash believes that on-site care is particularly valuable because it allows parents to stay in close contact with their young children throughout the day.

Places of employment can provide a variety of programs and services which benefit employees and their families. *Michael Yanke, Second Vice President of Operation Resources at Phoenix Mutual Life Insurance Company in Hartford* described some of the policies and programs offered by his firm. Some of the benefits offered include: flexible working hours, an information and referral service for child care, and parenting seminars. Their newest program is for latchkey children. In a series of five sessions, experts work with their parents and children to identify concerns, and teach safety education.

Lee Cruz, Director of the LULAC Education Services Center in New Haven, concluded the panel with a discussion of his program, which works with Hispanic families to prevent children from dropping out of school. He pointed out that the drop out rate for Hispanics in New Haven is 50 percent, and that Hispanics face many barriers which prevent them from completing high school. These include social and family problems, living in an environment of hopelessness, and isolation caused by language and cultural barriers. The Educational Services Center provides educational assist-

ance, and also helps parents become more involved in their children's education. The result is an increased probability of breaking the cycle of poverty for economically disadvantaged working families.

The Select Committee visited the Leila Day Nurseries, one of the oldest day care centers in the country. Founded in 1878, the center was begun by the Mothers' Aid Society to care for the children of women seeking employment through the Society. Leila Day Nurseries continue to meet the needs of working families by offering full-day child care services to 62 children ages 3-5, and to 18 children ages 6-9 in its after-school program. Transportation from school to the center is provided. The programs are fully integrated. Priority is given to children of working parents who cannot afford the full cost of child care, but who are able to participate because of a sliding-fee scale.

SUMMARY OF CRISIS INTERVENTION TASK FORCE HEARING ON
"YOUTH AND THE JUSTICE SYSTEM: CAN WE INTERVENE EARLIER?"
NEW ORLEANS, LOUISIANA, MAY 18, 1984

What factors lead to behavior problems among young people and what can be done to ameliorate those conditions so that delinquency and incarceration of youth can be prevented? These questions were the focus of a hearing convened by the Crisis Intervention Task Force in New Orleans, Louisiana, on May 18, 1984.

Prior to the hearing, members of the Task force visited one of three Adolescent Service Centers in New Orleans. Initiated with Title XX funding, and now funded by the City of New Orleans, the centers provide an intensive, 2-3 month individualized educational and counseling experience for junior high school students exhibiting school behavior problems. The center emphasizes the importance of family involvement and places a priority on returning students to their original schools. The program typically returns 70 percent of the students to their regular schools, and follow-up evaluations show that most maintain their improved performance.

The hearing opened with testimony from two juvenile court judges, both of whom spoke of the need to intervene earlier in the life of the troubled youth that appear before them in court.

Judge Joan Armstrong of New Orleans Parish Juvenile Court, noted that the environment of an entire community contributes to the development of delinquent behavior. She stressed the importance of affordable child care, adequate housing, and accessible health and mental health services in preventing delinquency.

Judge Tom McGee, Chief Judge of the Jefferson Parish Juvenile Court, stated that the juvenile court must work closely with human service, health, and educational systems to identify early the abused, neglected, and learning disabled children. Judge McGee testified that advocates for children who exhibit learning difficulties or school behavior problems should use the juvenile court as a forum to obtain the appropriate education for their clients.

The second panel of witnesses consisted of two young people who had experienced difficulties that had brought them into contact with the juvenile court system.

Mark Toca, age 17, described his escalating involvement with drugs, beginning in the 6th grade, which led to chronic truancy and a serious incident of assault in the 9th grade. Mark's two year stay in a community-based group home, ordered by the juvenile court, helped him and his parents to stop his destructive behavior and develop positive life goals.

Darius Bannister, age 21, needed the help of his counselor to describe his life experiences. Raised by a low-income hearing and speech-impaired mother, Darius developed few verbal or social skills as a youngster, and as a result had difficulty at school. Darius was permanently expelled at age 9, and by age 12 was in frequent trouble with the law. After commitment to a series of training schools and prisons, where he was frequently assaulted, Darius is now being helped by a state mental health community support program and lives in a supervised apartment setting. Darius indicated that had efforts been directed to help his disabled mother raise her five children, he might have been able to stay at home and out of trouble.

Directors of programs to assist troubled youth constituted the third panel of witnesses. *Mr. Ed Earnest of Birmingham, Alabama*, described the Community Intensive Treatment for Youth Concept (C.I.T.Y.), a unique program which assists delinquent youth and their families by coordinating the work of various service agencies at the grassroots level. A noteworthy aspect of the program is that staff evaluations include consideration of how well the youth perform once they leave the program. Mr. Earnest, himself a former delinquent, said that C.I.T.Y. Concept has reduced the need to commit youth to correctional facilities, saving an estimated \$1.3 million over the past three years.

Sister Anthony Barczykowski, Executive Director of Catholic Charities in New Orleans, also stressed the need for coordination among human service programs and agencies in order to identify early children at risk. She particularly stressed the importance of conducting program evaluations so that administrators can know which interventions are effective.

Ms. Sally Ellzey of Livingston Youth Services Bureau described an outreach counseling program for elementary and secondary school children and their families in a rural area of Louisiana. Originally funded by the federal Law Enforcement Assistance Administration to prevent the eventual incarceration of youth exhibiting school behavior problems, the program is now supported through a mix of public and private funds.

Dr. James Austin of the National Center on Crime and Delinquency in San Francisco, and *Ms. Dorothy Crawford of the Research and Development Training Institutes in New Mexico*, were the final witnesses. They reviewed the findings of recent studies which show that a high proportion of incarcerated youth have handicapping conditions, or come from homes where they have been abused. In one study it was found that more than one-third of incarcerated youth have a specific learning disability.

SUMMARY OF CHILD CARE INITIATIVE, FULL COMMITTEE HEARING ON
 "CHILD CARE: EXPLORING PRIVATE AND PUBLIC SECTOR APPROACHES"
 DALLAS/FORT WORTH, TEXAS, MAY 21, 1984

As part of its bipartisan Child Care Initiative the Select Committee held its first field hearing, "Child Care: Exploring Private and Public Sector Approaches," at the *Zale Corporation* in Irving (Dallas/Fort Worth), Texas on May 21, 1984.

Prior to the hearing, members visited the corporation's on-site child care center. The center is maintained by parent fees and is designed to provide quality child care close to the parent's work area. The center serves infants, toddlers and preschool children.

At the hearing, witnesses representing the corporate and private sector community described various successful employer-sponsored child care initiatives, as well as barriers to further expansion of such projects.

Roberta Bergman, Executive for Resource Development, "Child Care Dallas," described their efforts to set up employer-assisted family day care homes for infants and toddlers for those employees most in need. Six Dallas area companies are participating. Although an HHS discretionary grant provided the initial development and management cost, approximately fifty area companies declined to participate. She noted, however, that when half the publicly supported child care slots were lost with the conversion of Title XX to a block grant system a private voluntary agency, United Way, made up the difference.

Bergman was accompanied by *Wayne Snyder, Corporate Manager of Employee Services at the Southland Corporation* (7-Eleven Stores), who testified that child care benefits resulted in lowered absenteeism, higher morale, and greater productivity among employees. The Southland Corporation is one of the companies working with Child Care Dallas. The Corporation has made a commitment to maintain the family day care homes for its corporate employees once the federal grant runs out, and to establish on-site child care centers in the new corporate headquarters and in field division nationwide.

Kathleen McNemar, Child Care Coordinator for the Houston Committee on Private Sector Initiatives, testified that corporations in Houston have yet to provide child care benefits to their employees because they still do not recognize the need, and/or are unwilling to commit corporate resources. She recommended a city-wide resource and referral service as a first step toward employer involvement.

Becky Graham, a single mother of three children, pays half her salary for child care. She is employed as a secretary by a major corporation in Houston which provides no child care benefits. Graham presented her employer with a carefully researched proposal to provide child care benefits but the proposal was not accepted.

Bruce Esterline, former Executive Director of the Corporate Child Development Fund for Texas, described the fund as a unique public-private partnership. With administrative support from the Texas Department of Human Resources and the Levi-Strauss Foundation, the fund is maintained by 43 corporate donors and has helped 30 community-based programs in low-income rural communities, pri-

marily to raise the required 25% match for Title XX funds. Had these communities not been able to generate the local match, they would be virtually without any publicly supported child care to serve low-income children.

Teresa Gilius, Executive Director of Austin Families, Inc., described an Austin program that uses Community Development Block Grant funds to encourage employers' use of child care vouchers for their employees. Employers, working through Austin Families, pay a portion of their employees' child care expenses, providing them with purchasing power to select the best child care available. Austin Families, a resource and referral agency, also helps educate families on ways to select child care.

Gilius was accompanied by *Gayland Walker, Director of Pupil Transportation for the Austin Independent School District* one of three employers working with Austin Families. The school district supplements the cost of care for many of its bus drivers (primarily female heads of families) who were identified as needing child care. The school district reports both a great reduction in employee turnover, as well as fewer accidents, since the program was implemented in 1983.

A second group of witnesses described other innovations in both the public and private sectors.

Beverly Schmalzreid, Air Force Family Activities Administrator at Randolph Air Force Base, told the Committee that the Air Force makes available an extensive array of child care, on a full or part-time basis, for children of enlisted members.

Gloria Rodriguez, Executive Director of Avance, an educational training and support program for low-income Hispanic families in San Antonio, said that child care is the most important component of their comprehensive program to promote economic self-sufficiency. In a 1980 survey of low-income women in San Antonio, 58 percent of the respondents reported lack of child care as a primary reason for not working outside the home.

The YMCA of San Antonio is working cooperatively with the local school system to run an after school program in six elementary schools. *Jerry James, Vice President of the YMCA*, described efforts which could expand this partnership into one of the largest after school programs in the country.

Gail Schmitt, District Manager for Kinder-Care Learning Centers, described the services provided by this national for-profit chain of 815 child care centers, which provide care for 85,000 children.

Other approaches to child care services, and the issue of child care quality, were discussed by the final panel of witnesses.

Jean English, Day Care Standards and Policy Specialist for the Licensing Branch of the Texas Department of Human Resources, testified that since 1978 there has been a 43 percent reduction in licensing staff and a 53 percent increase in the number of regulated facilities in Texas. In response to increased media attention, a state review committee recommended that more stringent standards for child care facilities be implemented. In addition, the Department will ask the state legislature for additional funds to ensure better care for the 500,000 children in regulated child care facilities, including funds to increase and improve training opportunities for child care providers, and state licensing and enforcement

officials; to increase the number of visits to licensed day care facilities; to intensify regulation of family day care homes; and to conduct criminal background checks on all child care facility staff.

Ann Schneider, speaking on behalf of Malcolm Host, Executive Director of Neighborhood Centers, Houston, described the mosaic of child care services they provide for low and middle income families. Schneider said that adequate salary, an opportunity for job satisfaction through training, and the availability of adequate materials and equipment for child care staff are the most important factors in reducing staff turnover and ensuring the quality of services.

Jeannette Watson, testifying on behalf of the Governing Board for the National Association for the Education of Young Children (NAEYC), appeared next. Ms. Watson previously worked with the Texas Office of Early Childhood Education and is the past president of Austin Association for the Education of Young Children. She described the NAEYC's efforts to initiate a nationwide system of voluntary accreditation for group care settings.

Ms. Watson was accompanied by *Doug Meyer, Director of Children's Ministries at the First United Methodist Church in Dallas*, which provides space for a developmental learning center for infants and toddlers. This center, with a waiting list of over 300 children, is a field test site for NAEYC's Center Accreditation Project.

SUMMARY OF PREVENTION STRATEGIES TASK FORCE HEARING ON "IMPROVING AMERICAN EDUCATION: ROLES FOR PARENTS" WASHINGTON, D.C., JUNE 7, 1984

In recent years, the condition of American education has been much debated. Yet relatively little attention has been paid to strategies for involving parents and families in the process. The Prevention Strategies Task Force convened a hearing on June 7, 1984 to review what we know about successful partnerships between parents and schools and to examine the barriers that parents, educators, and communities face in working together.

The first panel began with *Floretta Dukes McKenzie, Superintendent of Schools and Chief State School Officer in the District of Columbia*. She called parents the most important resource in the schooling process.

Ms. McKenzie outlined several key reasons why community efforts are improving involvement in the District of Columbia: careful planning, outreach by school personnel to parents, and a greater commitment by school officials to working with parents at times convenient to parents.

Dan Merenda, Executive Director of the National School Volunteer Program (NSVP), described the kinds of school improvements which can be made by volunteer service programs. In Dade County, Florida, students below grade level in reading and/or math who were tutored by volunteers made significant gains. He noted that around the country approximately 4.3 million persons, one-third of them parents, volunteer in elementary and secondary schools.

Gene Berry of Salt Lake City, President of the National School Volunteer Program, described the extent of parent involvement in her school district. In 1982, more than 17,000 volunteers, a majority

of whom were parents, contributed over 360,000 hours of service as tutors, classroom assistants, discussion leaders, speakers, and members of boards, task forces and shared governance councils. As evidence of their successes, the district points to improvements in student performance in and outside the classroom, as well as increased parental and community support.

The Committee also heard from *Beatrice Stanley, an involved parent, and her daughter Kathryn, a junior at a District of Columbia public high school.* Mrs. Stanley described how valuable greater involvement has been in developing positive relationships with teachers, especially through discussions on issues other than school-related problems. She added that being involved in her daughter's education was a useful and non-threatening way to keep in touch with her child and friends. The daughter concurred, saying that her parents' support was very important.

The second group of witnesses were researchers who described how parental involvement affects student performance and parental attitudes. Available research, while not overly abundant, does indicate that involving parents in the education of their children can make a substantial difference.

James Comer, Professor of Psychiatry at the Yale University Child Study Center, described one successful parental involvement project in Hew Haven, Connecticut, which expanded the role of parents in governance and school management teams. Academic achievement and student discipline improved dramatically. Because their presence had such a positive impact, a presence was maintained by paying one parent the minimum wage to serve as an aide in every classroom. The parents themselves often gained confidence and skills through their work in the program, and many went on to better jobs and higher education.

Renato Espinoza, Senior Researcher and Director of the Working Parents Project at the Southwest Educational Development Laboratory (SEDL) in Austin, Texas, described how today's families face special difficulties in getting involved in their children's schools primarily because of inflexible workplace practices. His research indicates that parents in dual-earner families who have jobs with flexible leave policies tend to be more involved in their child's schooling, while rigid leave policies generally limit involvement. When both parents have jobs with rigid leave policies, it is usually the mother who assumes the primary responsibility for school involvement.

Dr. Espinoza indicated that mothers in single parent families face particular problems. Those working in jobs with rigid leave policies often have to take time away from other family needs to participate in school activities.

Several strategies that employers and schools can use to increase the involvement of working parents were described by Dr. Espinoza. Employers can actively promote employee involvement by providing greater flexibility at the workplace, and by developing ways to work with schools to foster better communication. Schools, in turn can actively reach out of both employees and employers, and seek their active involvement. Based on these principles, SEDL has developed a multi-faceted strategy for working with schools, employers and communities to improve parent involvement.

Joyce Epstein, Director, School Organization Program, Center for Social Organization of Schools at The Johns Hopkins University, Baltimore, Maryland, discussed her ongoing study of the efforts teachers make to involve parents, and the effects those practices have on teachers, parents and students. Results thus far show impressive gains in student achievement and attitudes among those students whose teachers are especially active in involving parents. Epstein found single and married parents indicate an equal willingness to help their children with school work. Parents also think more highly of teachers and schools when they are involved.

On the final panel, Robert Woodson, President, National Center for Neighborhood Enterprises, Washington, D.C., discussed neighborhood-based, independent schools as an important option for increasingly educational opportunities for low-income minority pupils. Liller Green, who accompanied Mr. Woodson, described the successful programs and curricula of the Ivy Leaf School, the oldest black private school in Philadelphia. The school offers nursery school through grade 8, and a summer tutorial program. Students at Ivy Leaf have shown high achievement, and parents are actively involved in advisory and support roles.

Karen Coleman, head of Community Relations for the Seminole County Public Schools (Florida) and 1980 Florida Teacher of the Year, outlined several innovative approaches in her community: parents and others serve on advisory committees; the district has a "Dividends" program in which classroom volunteers work with individual students or small groups; child care centers are made available for mothers wishing to volunteer; and employers offer release time options for parent-employees and other resources persons who wish to become involved in the schools.

Ms. Coleman said that the key elements in a successful parent involvement program include a supportive superintendent, school board, administrative and instructional staff, a receptive school staff willing to develop action plans and coordinate activities, and effective outreach to and educational/training programs for parents and volunteers.

SUMMARY OF FULL COMMITTEE HEARING ON "VIOLENCE AND ABUSE IN AMERICAN FAMILIES" WASHINGTON, D.C., JUNE 14, 1984

In response to dramatic increases in reports of family violence and child sexual abuse, the Select Committee convened a hearing on June 14, 1983, in Washington, D.C. on the subject: "Violence and Abuse in American Families."

Senator Ted Stevens (R-Alaska), the first witness, described his bill, S. 2430. It provides limited federal assistance to stated for the support of comprehensive shelter services to family violence victims, and counseling to their abusers. Senator Stevens said his bill was similar to the family violence prevention and services provision in the Child Abuse Amendments of 1984, H.R. 1904, which passed the House in February by a vote of 367 to 69. He urged passage of his bill in the Senate, and underscored the need for federal assistance in view of recent increases in reported cases of family violence which have overwhelmed existing resources. Senator Stevens called the increase in family violence an "epidemic."

The Committee next heard from *Mary Louise Key*, a woman who had been both physically and sexually abused as a child and later as a wife. In 1981 she was referred to the Montgomery County Community Crisis Center, a shelter offering comprehensive services for abused women. As a result of the counseling services provided at the Crisis Center, Ms. Key is no longer involved in an abusive relationship. The Center, along with the U.S. Attorney's office, also supported her efforts to pursue prosecution of her abuser, unlike many women who are advised against it. She was able to stop the cycle of violence in her life and hoped that similar services would be made available to other battered women.

Deborah Aal, *Supervising Executive at Leonard Goldberg Productions and ABC for the movie, "Something About Amelia,"* and currently *Executive Producer with NBC Productions*, appeared next. Aal described the impact of this television movie about incest. Concerned about the effect on current and former victims of incest, ABC and its network affiliates across the nation organized hotlines to respond to troubled callers. Five thousand calls went through the ABC switchboard in the hour following the movie, which was seen by 60 million people. Most of the callers were women who had been sexually abused as children and wanted to tell someone for the first time. The following day, many of the callers were children—victims of incest who found it safer to call during daytime hours. Ninety percent of the calls received by the Denver hotline the day following "Amelia" were from children.

Members next heard from witnesses representing organizations involved with family violence.

Mr. Hubie Williams of the Newark Police Department, representing the Police Executive Research Forum, told the Committee that police are often the only outsiders to become involved with abusive families. As a result, police understand the need for shelter services for victims, counseling services for abusers, and training procedures for themselves to learn how to deal effectively with family violence.

Mr. H. Jerome Miron, Director of the Victim Witness Program of the National Sheriff's Association, told the Committee that child abuse and family violence are two of the most intractable problems to confront the law enforcement and justice systems. He praised H.R. 1904 for providing needed support to law enforcement agencies, as well as the means for collaborating with other groups trying to stop violence from occurring in families.

Ms. Emily Anne Staples, Vice President and Chair of the Government Relations Committee, United Way of the Minneapolis Area, told the Committee that, following a survey of social problems within the community, Minneapolis Area/United Way targeted family violence programs for funding. This year, more than 14 percent of total allocations will be devoted to addressing the problems of family violence. Ms. Staples gave several examples of the United Way in other communities that have recently shifted funding to support family violence programs.

Committee members heard last from *Dan Williams, of Family and Community Services in Mobile, Alabama, speaking on behalf of the National Association of Catholic Charities*—the largest private social service organization in the nation. Mr. Williams told the

Committee that from 1979 to 1982, the number of abused children served by Catholic Charities agencies increased 84 percent and the number of abused adults served increased 102 percent. He stated that while Catholic Charities is desperately trying to address the problem of family violence, it is not able to reach all those in need. Many child abuse reports are never investigated and many abused women are turned away from overcrowded shelters.

SUMMARY OF CHILD CARE INITIATIVE, FULL COMMITTEE HEARING ON "CHILD CARE: EXPLORING PRIVATE AND PUBLIC SECTOR APPROACHES" SAN FRANCISCO, CALIFORNIA, JUNE 18, 1984

Continuing the Select Committee's bipartisan child care initiative, a second field hearing, "Child Care: Exploring Private and Public Sector Approaches," was convened at the University of California at San Francisco, on June 18, 1984.

Members visited the on-site UCSF Child Care/Study Center prior to the hearing. The center provides child care services to students, staff, faculty and the community, and also serves as an observation site for graduate training in child development.

Dr. Julius R. Krevans, Chancellor of the University of California at San Francisco, opened the hearing with a discussion of the benefits and difficulties of running an on-site child care center. He cited inadequate funding, and lack of expansion space as major obstacles.

He was followed by *Eyana Spencer-Perry*, a 9 year old latchkey child from Oakland, who spoke of being frightened at being home alone and of not having other girls to play with.

The first panel concluded with presentations by *Diane Lipton, the parent of a severely disabled child in Richmond*, and *Mary Lou Breslin, Deputy Director of the Disability Rights Education and Defense Fund, Inc.* They described the respite and child care needs of families with disabled children. Families with disabled children are under constant stress, and respite and child care help keep these families together. In 1983, however, the state-supported child care subsidy administered through Regional Centers was eliminated, and respite care was reduced to 14 hours per month.

Issues involving child care and child abuse were addressed by the second group of witnesses.

Michele Walker, an Oakland parent of a 13 month old, spoke of her difficulty finding infant care, and the bad experience she had with her son's first child care provider, who neglected and hit him. She now checks her son daily for anything unusual in his appearance or manner.

Betty Cohen, Co-Director of BANANAS, Inc., a child care information and referral agency for Northern Alameda County, accompanied Walker. She described the increase in parental and provider anxiety since the highly publicized incidents of abuse at child care programs in California. Her agency attempts to reduce the risk of abuse by providing consumer and provider education.

June Solnit Sale, Director of UCLA's Child Care Services, and Co-Director of the UCLA Bush Foundation Program on Child Development and Social Policy focused on the need for a preventive approach to child abuse, and the importance of parental involvement

in child care. Currently, the emphasis is on punitive and remedial approaches.

Vivian Weinstein, Associate Professor of Pediatrics at King/Drew Medical Center in Los Angeles told the Committee that child care is one of the most important resources for the prevention of child abuse, and that parents need assistance in learning what to look for in child care. Also, regulations need to be strengthened to maintain safe environments. Dr. Weinstein stressed that most child abuse does not occur in child care settings. Eight to nine hundred cases of child abuse are identified at the King/Drew Medical Center every year, for example. During the past five years, only about 10 children per year, or less than 2%, have been identified as having been abused in a school or child care setting.

Sister Ann Weltz, Director of the Bay Area Crisis Nursery of Concord, California described the child abuse prevention efforts of her privately-funded, non-profit program. The nursery cares for young children at risk of abuse because their families are in some kind of crisis. Weltz suggested that the three major factors precipitating family crisis are: poverty, unemployment and lack of support services.

The third panel of witnesses looked at business, developer and local government involvement in providing child care, as well as issues affecting the quality of care.

Richard A. Fidler, Director of Personnel at the Zehntel Corporation in Walnut Creek, California explained the genesis of the Shadelands Children's Center. Initially sponsored by three businesses and the City of Walnut Creek, after one year of operation the center could not overcome financial obstacles and eventually was forced to close its doors. Based on Shadelands' difficulty in finding additional corporate support, he described escalating costs, concern about providing unequal benefits, and a continuing bias against working mothers as the major barriers to corporate involvement in child care.

Louise Rush, Director of the Employer Related Child Care Project of the Contra Costa Children's Council, described her efforts to interest developers and businesses in child care, and the incentives she feels are necessary to stimulate their involvement. She cited two major barriers: an inadequate return on the employer's investment, and a continuing view that child care is solely the responsibility of the employee.

Marcy Whitebook, Director of the Child Care Employee Project in Berkeley, testified that quality child care is dependent in large part on the quality of the staff, and that the current child care system discourages the most competent providers from entering or staying in the field because of low wages and no benefits.

Ethel Seiderman, Director, and Hope Stewart, Office Manager/Bookkeeper, of the Fairfax/San Anselmo, California Children's Center, Inc., spoke of the need for multi-level funding to ensure quality programming. Fairfax/San Anselmo is a publicly funded center, which requires additional private support as well to ensure quality programming. These witnesses also work with the Parent Services Project, a crisis prevention program which provides low-income parents with a variety of services and training. They were

accompanied by *Binh Vong*, age 8, who described why she enjoys the after school program which she attends.

The final witness on this panel was *Fonda Kravin*, *Executive Director of Community Cooperative Services in Reno, Nevada*, a private, non-profit child care center serving low-income families. Her center receives funding from public and private sources. Because of a decrease in public funds, the center is now having difficulty maintaining comprehensive services, which include care for toddlers and preschoolers, health screening, and a drop-in program for the prevention of child abuse.

The fourth panel explored the role of state and local government in providing affordable, safe child care.

Betsy Hiteshew, *Chair, Child Development Policy Board of the California Children's Lobby*, recounted California's strong involvement in child care over the past 40 years, and described pending legislation in the state legislature aimed at filling remaining gaps in service, such as programs for latchkey children, and infants and toddlers.

Patricia Siegel, *Executive Director of the California Child Care Resource and Referral Network, and Chair, Child Development Programs Advisory Committee*, discussed the role of resource and referral agencies in educating consumers and providers and their usefulness in keeping track of current service levels and unmet need.

Carol Stevenson, *Staff Attorney with the Child Care Law Center in San Francisco*, and *Patricia Hedgecoth*, *Chief of the Child Care Services Bureau of the Nevada State Department of Human Services*, addressed the issue of licensure and regulation of family day care and center-based care. Ms. Stevenson discussed legal impediments to the creation of new child care options. Ms. Hedgecoth addressed the issues of licensing, monitoring and technical assistance for child care providers. She also spoke of the great need for more child care programs, especially for latchkey children, and more affordable care for low-income families in Nevada.

Madelon Halpern, *Program Manager of the Child Development Program of the San Francisco Unified School District* concluded the panel with a discussion of the role the school district has historically played in providing preschool and after-school care. They currently serve 4,000 children, and have 3,000 on the waiting list.

The final panel began with *Antonia Lopez*, *Staff Development and Education Coordinator of the Foundation Center of Sacramento*, and *Chair of the California Coalition of Migrant Child Development Agency Executives*, regarding her training program for those who provide family day care for migrant children. A recent study found that of 287,000 eligible migrant children in California, only 3,000 were receiving state subsidies for child care.

Velata Jenkins-Monroe, *Clinical Psychologist with the Institute for Developmental Studies in Oakland*, discussed the need for training of providers, especially those who operate family day care homes, and the training she conducts on issues ranging from child development to basic management skills.

Sharon Schneider is a registered nurse who gave up her job to be home with her daughter. She told the Committee that parents who decide to stay home need more support, and that income tax deduc-

tions should be increased as a means of making that option more available to parents.

Gail Gonzalez, also a registered nurse, is the Health Care Coordinator of the San Juan Bautista Child Development Centers in San Jose. She described the Sick Child Care Unit, which she administers, and the role child care can play in health promotion and disease and disability prevention. Despite the number of children enrolled in their programs (300), they have never had an outbreak of a major childhood disease due to strict health monitoring procedures.

SUMMARY OF FULL COMMITTEE HEARING ON "IMPROVING CHILD CARE SERVICES: WHAT CAN BE DONE?" WASHINGTON, D.C., SEPTEMBER 5, 1984

The hearings held on September 5 and 6 concluded phase one of the Select Committee's bipartisan national initiative on child care. Both days of hearings were designed to gather the best available policy recommendations and insights from representatives of national organizations and others who are actively engaged in the child care issue. (For detailed list of witnesses, see reference list in "Families and Child Care: Improving the Options," page 125.)

Elected officials from state, city and county government led off the testimony, and emphasized the range of problems children face, and the role child care can play in helping families achieve economic security.

Representing the U.S. Conference of Mayors, *The Honorable Thomas H. Cook, Mayor of East Orange, New Jersey*, told the Committee that his city has used Community Development Block Grant funds and local bonds to provide day care. The National Conference of State Legislatures reported that Rhode Island has created a child care pilot program to provide subsidies to low-income employed families who are making the transition from public assistance to unsubsidized employment.

These witnesses suggested additional ways the federal government might help them better respond to the child care needs of their constituents, including increasing Title XX funding, creating more equitable tax policies, providing child care for low-income women in job training and employment programs, and providing incentives for school-age programs.

The second panel focused on private sector involvement in child care programs and policies. The Committee learned that of the 6 million employers nationwide, only 1,500 currently provide some kind of child care assistance. However, according to a study done by one witness, the dependent care assistance provisions of the Economic Recovery Tax Act have had a positive impact on businesses and families, and preliminary data proves employer-supported child care is cost effective. The Committee was told that government can best encourage employer supported care by generally improving and increasing the supply of child care in communities.

An example of a successful partnership between an employer and a union was also brought to the Committee's attention. In New York State, the Civil Service Employees Association runs 18 on-site centers for 1000 children of state employees.

Panel three, comprised of researchers, providers, advocates, and church representatives, primarily explored the issue of infant care. Each witness expressed concern about infant care, either with regard to maximizing healthy child development, or with regard to the shortage of child care options for parents with very young children. A review of the literature does not conclusively show whether placing infants in child care is harmful or beneficial. Much of the research has been conducted on infants in high quality university-based settings which are not where most infants are typically served. Because of this and the fact that adverse effects have been found in some settings with some infants, caution was urged by several witnesses. Witnesses agreed that quality is a major factor in determining the effect of care on a child, whether in home or out of home.

Witnesses recommended a range of policy options including paid infant leave, flexible work schedules, better training and regulations, and increasing funds for child care.

Governor Thomas H. Kean of New Jersey testified on behalf of the National Governors' Association, and discussed a number of innovative programs his state has instituted concerning child care, such as a voucher program designed to maximize parental choice, technical assistance for employers interested in child care, and extending eligibility for day care support to parents making the transition from public assistance to employment.

His recommendations included expanding tax credits and increasing funding for low income families, exploring incentives for private sector involvement, adopting flexible work schedules and leave policies in the public and private sectors, using existing facilities such as schools for child care, and making child care an integral component of income security and employment and training programs.

The last panel was made up of representatives of national organizations deeply concerned about child care options for families. Some of the testifying organizations are directly involved in providing day care. Among the issues raised were: concern about the availability of child care for all age groups, but especially for infants and school-age children; the importance of child care to enhance the chances for minority and low-income families to achieve economic security; the patchwork, as opposed to cohesive and coordinated nature of child care services; and the need for greater support for child care providers, especially family day care providers.

Their recommendations included an increase in Title XX and other sources of funding; an examination of tax policies as they affect families; training and assistance to child care providers; expansion of the child care food program; child care in school facilities for preschoolers and school-age children; and the development of model child care guidelines.

SUMMARY OF FULL COMMITTEE HEARING ON "IMPROVING CHILD CARE SERVICES: WHAT CAN BE DONE?" WASHINGTON, D.C., SEPTEMBER 6, 1984

This was the final hearing in phase one of the Committee's bipartisan national child care initiative. The purpose of the hearing—one of two—was to gather the best available recommendations and insights from representatives of organizations and others who are actively engaged in the provision of child care or whose members have expressed an interest in expanding child care options for families.

Senator Dennis DeConcini (D-Arizona), the first witness, expressed concern over recent reports of child abuse in child care settings. He discussed the impact on families and children of the growing numbers of single parents, and women in the workforce, while there remains a shortage of child care slots. He also discussed infant care and its cost, the limitations of for-profit centers, and the lack of national, state or local guidelines for child care regulation.

Actively involved in developing new child care policies, Senator DeConcini described the Senate child care center, which he helped establish. He recommended additional Congressional action, beginning with a strengthening of the child care programs at the Department of Health and Human Services and the Women's Bureau of the Department of Labor. He also recommended greater employer involvement in the private sector, research to improve the efficiency and quality of child care services, more appropriate salary levels for child care providers, and stressed the importance of a continued commitment of time, expertise, and financial support from social organizations.

Representatives from labor organizations shared their concern about the non-uniform licensing standards and poor enforcement procedures found in most states; the limited options families have for infant and after-school care, and care for children with special needs; and the inadequate training and substandard qualifications required for some child care staff, particularly in for-profit centers.

Citing cutbacks in federal child care funding, they emphasized the importance of restoring the Social Services Block Grant, especially with regard to meeting the child care needs of low-income working families. Other recommendations included the establishment of a federal commission on the quality of child care, the development of information and referral systems, improved training of child care workers, establishment of school-age child care programs, and making the Dependent Care Tax Credit refundable.

A third panel, comprised of economists, labor leaders, and health professionals, discussed a range of issues including the fairness of current family tax policy, including the effect on one-earner families; the increasing incidence of certain infectious diseases in child care setting, especially among infants, and the need for minimum standards and more uniform regulation of child care settings.

Discussion of new approaches included initiating a new family allowance policy or a dependent child tax credit, encouraging greater parental involvement, using the public schools for early childhood education, and re-examining the role of for-profit child care. There

was a consensus on the importance of training and assessment procedures for child care providers to ensure safe *and* healthy environments.

Members from national organizations involved in providing or sponsoring child care programs comprised the last panel. They described some of the more innovative programs offered by their organizations, like the Phone-A-Friend project for latchkey children, the incorporation of health screening as part of child care, the use of a traveling van to visit family day care homes for training, and using youth agencies and public schools together in providing school-age child care.

One organization stressed the importance of providing adequate choices to parents in search of child care, including the choice to stay home to care for young children. Others suggested establishing matching funds to provide incentives for state and local governments to get more involved in child care services, and to target support on low-income families.

Several witnesses from this panel described the particular problems of family day care providers and the importance of family day care networks. Other recommendations receiving broad support included an expansion of the Title XX Social Services Block Grant and the Child Care Food Program, making the dependent care tax credit refundable, designing model child care standards, enacting paid and job-protected parental leave policies and providing greater incentives for employer-sponsored child care.

SUMMARY OF "CHILD ABUSE AND DAY CARE" WASHINGTON, D.C.
SEPTEMBER 17, 1984

Recent incidents of child abuse in child care settings have focused national attention on this tragedy. To learn how best to safeguard against abuse, particularly sexual abuse, in child care settings, the Ways and Means Subcommittee on Oversight and the Select Committee on Children Youth, and Families conducted a hearing on "Child Abuse and Day Care" on September 17, 1984.

The first witness, *Representative Mario Biaggi (D-NY)*, described the major provisions of his bill, "The National Child Protection Act," (H.R. 6207).

This bill requires states, as a condition of receiving Title XX funding, to: license and monitor all child care settings; forward names of individuals convicted of child abuse for inclusion in a national file; check all providers of child care and their employees against the national criminal file as a condition of licensure; and set up a toll-free hotline for child abuse reports. In addition, the Secretary of HHS, with the advice of an expert panel, is required to set minimum federal standards for the licensing and monitoring of child care services.

The Committee next heard from a panel of three experts, two focusing on child sexual abuse, and a third on child development.

Kee MacFarlane, Director of the Child Sexual Abuse Diagnostic Center at the Children's Institute International in Los Angeles, described the recent case of sexual abuse in a Manhattan Beach, California, preschool program, and other similar cases. She characterized each as a community crisis, involving many perpetrators and

victims. MacFarlane placed this issue within the context of improving the overall quality of child care, which will always require parental monitoring and involvement. She recommended training multi-disciplined teams comprised of medical personnel, mental health counselors, and law enforcement officials to help communities better respond.

Bettye Caldwell, President of the National Association for the Education of Young Children, based in Washington, D.C., and Anne Cohn, Executive Director, National Committee for the Prevention of Child Abuse, in Chicago, Illinois, also stressed raising the quality of day care and encouraging parent involvement. The best way to prevent abusive and exploitive situations, Dr. Caldwell explained, is for centers to have adequate numbers of child care staff trained in child development, supervised by qualified individuals, and paid appropriately given their job responsibilities. Dr. Cohn indicated that few pedophiles are convicted of their crimes, which limits the effectiveness of laws which focus narrowly on criminal background checks. She noted that training parents to select quality child care programs, to make unannounced visits, and to respond to cues their children give are far more effective measures in preventing abuse. Dr. Cohn reiterated that children can be educated to protect themselves from abuse, and to tell their parents if they have been abused.

The next group of witnesses consisted of individuals active in providing nonprofit day care center services, family day care services, and proprietary day care center services.

Gail Manning, Director of Father English Community Center in Paterson, New Jersey, noted the importance of providing quality day care. She also argued that upgrading the quality of child care services is the best deterrent to child abuse, and recommended: broadening state licensing and monitoring efforts; providing improved salaries, child development training and credentialing for employees; screening personnel more carefully; and requiring mandatory parental involvement.

Diane Adams, Acting Director of Community Coordinated Child Care in Madison, Wisconsin noted that, since most child abuse occurs within the home, out-of-home day care has often been purchased, under Title XX, for families who abuse or neglect their children, and has been an effective therapeutic solution. She stated that 44 percent of all children in day care in the U.S. are in family day care homes, similar to family settings, and also frequently unregulated. Due to recent federal budget cuts, 32 states have cut back child care services for poor children, and 24 states have reduced funds for training child care workers. Ms. Adams concluded that day care, especially family day care, "... has not received its equitable due and the results may be part of the problem you are discussing today."

Carole Rogin, Executive Director of the National Association for Child Care Management, Washington, D.C., an organization representing 200 proprietary providers of licensed center-based child care, argued against federal regulation of child care. In her view, federal regulations devised and implemented far from the service delivery site would be combersome, ineffective in preventing abuse, and would divert attention from other more effective measures.

These measures might include better collection of national statistics on out-of-home child sexual abuse, creation of a national file of individuals convicted of child abuse, and development and dissemination of educational materials for parents and children.

Cesar Perales, Commissioner, New York Department of Social Services, testified that of the 75,000 allegations received by New York State's Child Abuse Registry last year, less than 1 percent involved sexual abuse in day care settings. He stated that while New York was the first state to establish basic standards and licensing for child care, "An army of day care inspectors cannot substitute for parent involvement." He recommended that the federal government provide funds for training parents in selecting and monitoring quality day care, for educational materials for children to protect them against abuse, and for training day care personnel. He suggested use of regional child welfare resource centers as vehicles for implementing these measures. Mr. Perales noted that federal funds for social services training had declined in New York State from \$14 million in 1979 to \$4 million in 1984.

George Albanese, Director, New Jersey Department of Human Services, described steps his state is taking to combat abuse in child care centers. New Jersey has established: a specialized unit to investigate child abuse in institutionalized settings; a child abuse training program for employees in licensed centers; a community education program with state PTA groups; and a governor's advisory council on child care needs, programs and policies. The state is planning to expand both licensing procedures and criminal background checks for child care employees, but Mr. Albanese noted that the cost of doing so is high and stressed the importance of federal assistance.

Doby Flowers, Deputy Administrator for the Agency for Child Development, New York City Human Resources Administration, described measures her agency has taken in response to a recent incident of child abuse in a publicly-funded child care center in the Bronx. New York City is tightening its employee screening, stepping up monitoring, raising center standards, and broadening education and training programs for child care providers and staff, parents and children.

Gwen Morgan, Lecturer at Wheelock College in Massachusetts, and Co-director, Work/Family Directions, and Marcy Whitebook, Director, of the California-based Child Care Employee Project were the final witnesses. Ms. Morgan warned that child care experts are not necessarily in agreement on what should comprise federal standards. She suggested more useful federal efforts would be: establishing a clearinghouse for existing laws, standards, and licensing procedures for use by the states; providing funds to train child care personnel, parents and children; and expanding licensing and criminal background checks.

Ms. Whitebook stressed the need to upgrade the pay and training of child care workers both as a way of preventing child abuse and to improve public acceptance of the important work they do. She linked low public regard for the work performed by day care employees with the vulnerability of the child care system to infiltration by child abusers.

TESTIMONY PRESENTED AND SUBMITTED FOR HEARING
RECORDS, 1984*

THE NEW UNEMPLOYED: LONG-TERM CONSEQUENCES FOR THEIR
FAMILIES (3/5/84)

Bornstein, Joseph M., University Associates, Lansing, Michigan
Bowman, Bishop Larry F., Bloomfield Hills region, Michigan
Brock, Ida M., ACSW, Executive Director, Community Case Management Services, Inc.

- **Buss, Dick, Director, Economic Development Department, Downriver Community Conference, Southgate, Michigan
- **Carter, Rev. Oscar, Administrative Assistant to the Pastor, Tabernacle Missionary Baptist Church, Detroit, Michigan
- **Dana, Rev. Michael, Joy Christian Fellowship, Southgate, Michigan
- Friedemann, Marie-Luise, Assistant Professor of Nursing Education, Eastern Michigan University, Ypsilanti, Michigan
- Gnezda, Therese, Bush Post-doctoral Fellow, University of Michigan, Ann Arbor, Michigan
- Gold, Steven C., Maternal and Child Health Consultant, Nutrition Services, Wayne County Department of Health, Westland, Michigan
- Kispert, Dorothy, Project Director, PACT (Parents and Children Together), Detroit, Michigan
- **Knapp, Charles, Unemployed diesel mechanic; volunteer, Southeast Advisory Committee, Ferndale, Michigan
- **Morris, John, Former unemployed auto worker; Participant Coach, Ford/UAW National Development and Retraining Center, Dearborn, Michigan
- **Morris-Vann, Artie, Ph.D., Elementary guidance counselor, Detroit public schools
- **Nagle, Nancy, Client Services Program Manager, Downriver Community Conference, Southgate, Michigan
- Operation Get Down, Food Cooperative Systems, Detroit, Michigan
- Overstreet, Edward J., Michigan Association of Children's Alliances, Lansing, Michigan
- Pettis, Eugene E., Executive Director, Detroit East, Inc., Community Mental Health Center, Detroit, Michigan
- Price, Richard H., University of Michigan, Ann Arbor, Michigan
- **Rosenfeld, James, Ph.D., Clinic Administrator, Oakland County Child and Adolescent Clinic, Pontiac, Michigan
- Scherer, Jacqueline, Ph.D., Professor of Sociology, Oakland University, Rochester, Michigan
- **Sheldon, Ann W., Coordinator, Metropolitan Social Surveys Project, Department of Sociology, Wayne State University, Detroit, Michigan
- Stallworth, Alma, President, Metro-Detroit affiliate, and State representative, National Black Child Development Institute, Inc., Detroit, Michigan

*Does not include Child Care Initiative Witnesses, who are listed in the attached excerpts of the child care report entitled, "Families And Child Care: Improving The Options."

**Testified before the Select Committee.

- **Tate, Shirley, Executive Director, Office of Children and Youth Services, Michigan Department of Social Services**
Trepanier, Mary, Ed.D., President, Michigan Early Childhood Education Consortium, Associate Professor of Education in Early Childhood, University of Michigan-Dearborn
United Community Services of Metropolitan Detroit, Detroit, Michigan
Ventline, Father Lawrence M., Pastor, St. Christine Catholic Church, Detroit, Michigan
****Wehking, Mary, Administrative Director, Child Care Coordinating and Referral Service, Washtenaw County "4C's," Michigan**

CHILD ABUSE: WHAT WE KNOW ABOUT PREVENTION STRATEGIES (3/12/84)

- Alcohol and Drug Problems Association of North America**
****Cohn, Anne, D.P.H., Executive Director, National Committee for the Prevention of Child Abuse, Chicago, Illinois**
****Deaton, Fae, Children's Services and Sexual Abuse Treatment Team, Community Mental Health Center Association, Virginia Beach, Virginia**
****Fontana, Vincent, M.D., Medical Director and Pediatrician in Chief, New York Foundling Hospital, Center for Parent and Child Development; Professor of Clinical Pediatrics, New York University College of Medicine; Chairman of Mayor's Task Force on Child Abuse and Neglect of the City of New York**
****Green, Frederick C., M.D., Associate Director, Children's Hospital, National Medical Center, Washington, D.C.**
Groth, William A., Executive Director, Family Stress Center, Pleasant Hill, California
Harris, June M., Huntington, New York
****Lieber, Leonard, Executive Director, Parents Anonymous, Torrance, California**
Richardson, Lt. P.L., acting commanding officer, Youth Division, Department of Police, City of Norfolk, Norfolk, Virginia
****Schuchert, Johanna, Executive Director, Parents Anonymous of Virginia, Richmond**
****Stevens, Cheri, Parent, San Jose, California**
****Whitworth, J.M., M.D., Associate Professor of Pediatrics, Child Abuse and Neglect, University of Florida; Executive Medical Director, Children's Crisis Center, Inc.; Consultant, Statewide Child Protection Teams Program, Children's Medical Services, Jacksonville, Florida**

WORKING FAMILIES: ISSUES FOR THE 80's (4/13/84)

- **Bucknell, Susan, Executive Director, Permanent Commission on the Status of Women, Connecticut**
Carey, Marijane L., MSW, ACSW, director, INFOLINE, South Central, Connecticut
****Codner, Blossom, Parent, New Haven, Connecticut**
****Cooper, Theresa, Peer Outreach Program, The Station, Sheldon Youth Guidance Clinic, New Britain, Connecticut**
****Cruz, Amy, Peer Outreach Program, The Station, Sheldon Youth Guidance Clinic, New Britain, Connecticut**

- **Cruz, Lee, Director, LULAC Educational Services Center, New Haven, Connecticut
Fillen-Yeh, Susan, Parent, New Haven, Connecticut
Jacobs, Deanna, Milford, Connecticut
- **Lagasse, Gil, Peer Outreach Program, The Station, Sheldon Youth Guidance Center, New Britain, Connecticut
- **Leonard, Martha, M.D., Professor of Pediatrics, Yale Child Study Center; Chair, Government Liaison Committee, Connecticut Chapter, American Academy of Pediatrics
- **Milstein, Merilee, Commissioner, Permanent Commission on the Status of Women, Connecticut
- **Nash, Lola, Director, Yale-New Haven Hospital, Infant-Toddler Center; Lecturer, Yale Child Study Center, New Haven, Connecticut
Piotrkowski, Chaya S., Ph.D., Yale University, New Haven, Connecticut
- **Ritter, Martha, Author, "After Supported Work: Post-Program Interviews with a Sample of AFDC Participants."
Rhode Island Department for Children and Their Families
Sheiman, Deborah Lovitky, Ed.D., University of Connecticut-Stamford and Kathleen Pullman Watkins, Ed.D., Community College of Philadelphia, Pennsylvania
- **Tankoos, David, Parent, Hamden, Connecticut
- **Waldo, Viola, Parent, West Haven, Connecticut
- **Yanchak, Josephine, Vice President, Local 133, United Auto Workers, New Britain, Connecticut
- **Yanke, Michael, Second Vice President, Operations Resources, Phoenix Mutual Life Insurance Company, Hartford, Connecticut
- **Zampi, Corey, Peer Outreach Program, The Station, Sheldon Youth Guidance Clinic, New Britain, Connecticut

YOUTH AND THE JUSTICE SYSTEM: CAN WE INTERVENE EARLIER
(5/18/84)

- **Armstrong, Hon. Joan, Judge, Juvenile Court, New Orleans Parish, Louisiana
- **Austin, James, Ph.D., Director of Research, National Council on Crime and Delinquency, San Francisco, California
- **Banister, Darius, Age 21, New Orleans, Louisiana
- **Barczykowski, Sister Anthony, Executive Director, Associated Catholic Charities, New Orleans, Louisiana
Batiste, Roland P., Director of Health Education, Department of Health and Human Resources, State of Louisiana
Casey, Paula, Assistant Professor of Law, University of Arkansas at Little Rock, Law School, Little Rock, Arkansas
- **Crawford, Dorothy, Project Director, Research and Development Training Institutes, Inc., Phoenix, Arizona
Dickerson, Billie Bolton, Program Coordinator, Council of Juvenile Court Judges of Georgia, Atlanta, Georgia
- **Earnest, Edward, Executive Director, Innovative Resources, Inc., Birmingham, Alabama
- **Ellzey, Sally, Executive Director, Livingston Youth Service Bureau, Livingston Parish, Louisiana

Fontana, Bernardine, Chairman, Governor's Juvenile Justice and Delinquency Prevention Advisory Board, State of Louisiana; Vice President, Louisiana Association of Child Care Agencies; Executive Director, Youth House of Ouachite, Inc.

**Foxall, Lois, Director, Jefferson Parish Juvenile Court Services

Gordon, Scott R., Commissioner, Arkansas Division of Youth Services, Little Rock, Arkansas

Keilitz, Ingo, Director, Institute of Mental Disability and the Law, National Center for State Courts, and Richard Van Duizend, Senior Staff Attorney, National Center for State Courts

**Lyles, Brenda, Ph.D., Community Support Program Coordinator, Louisiana Department of Mental Health, New Orleans, Louisiana

**McGee, Hon. Thomas, Chief Judge, Juvenile Court, Jefferson Parish, Louisiana

National Council on Juvenile and Family Court Judges, University of Nevada, Reno, Nevada

National Legal Resource Center for Child Advocacy and Protection, American Bar Association, Washington, DC

Rodgers, Judith, chancellor and probate judge, sixth judicial district, third division, Little Rock, Arkansas

**Toca, Mark, Age 17, New Orleans, Louisiana

**Weikum, Cindy, Program Director, Youth Alternatives, Inc., New Orleans, Louisiana

IMPROVING AMERICAN EDUCATION: ROLES FOR PARENTS (6/7/84)

**Berry, Gene, President, National School Volunteer Program; Coordinator, Salt Lake City School Volunteers, Salt Lake City, Utah

**Coleman, Karen Whigham, Coordinator, Community Relations and Public Information, Seminole County School System, Florida; 1980 Florida Teacher of the Year

**Comer, James P., M.D., Maurice Falk Professor of Child Psychiatry, Yale University Child Study Center; Associate Dean, Yale University Medical School, New Haven, Connecticut

**Epstein, Joyce, Ph.D., Director, School Organization Program, Center for Social Organization of Schools, The Johns Hopkins University, Baltimore, Maryland

**Espinoza, Renato, Ph.D., Senior Researcher, Working Parents Projects, Division of Family, School and Community Studies, Southwest Educational Development Laboratory, Austin, Texas

**Green, Liller, Director, Ivy Leaf Lower School, Philadelphia, Pennsylvania

**McKenzie, Floretta Dukes, Superintendent of Schools, Chief State School Officer, Washington, D.C.

**Merenda, Daniel, Executive Director, National School Volunteer Program, Alexandria, Virginia

Rich, Dorothy, Ed.D., President, The Home and School Institute, Washington, D.C.

**Stanley, Beatrice Perry, Parent, Silver Spring, Maryland

**Stanley, Kathryn V., Student age 17, Duke Ellington School of the Arts, Washington, D.C.

Williams, David L. Jr., Ed.D., Project Director, John T. Stallworth, Ph.D., Research Associate; and Preston, C. Kronsky, Ph.D., Executive Director, Southwest Educational Development Laboratory, Austin, TX

**Woodson, Robert, President, National Center for Neighborhood Enterprises, Washington, D.C.

VIOLENCE AND ABUSE IN AMERICAN FAMILIES (6/14/84) *

**Aal, Deborah, Supervising Executive, "Something About Amelia," Leonard Goldberg Productions, Los Angeles, California; Currently Executive Producer, NBC Productions

Burchard, John D., Commissioner, Department of Social and Rehabilitation Services, Waterbury, Vermont

Darwick, Norman, Executive Director, International Association of Chiefs of Police, Inc., Gaithersburg, Maryland

Hawkins, the Honorable Paula, United States Senator, State of Florida

**Key, Mary Louise, Former resident, Montgomery County Community Crisis Center, Maryland

**Miron, H. Jerome, Director, Victim Witness Program, National Sheriffs' Association, Washington, D.C.

**Staples, Emily Anne, Vice President and Chair, Government Relations Committee, United Way of Minneapolis Area, Minnesota

**Stevens, Hon. Ted, United States Senator, State of Alaska

**Williams, Dan, Executive Director, Catholic Charities, Mobile, Alabama, on behalf of the National Conference of Catholic Charities

**Williams, Hubie, Director, Newark Police Department, Newark, New Jersey, on behalf of Police Executive Research Forum, Washington, D.C.

CHILD ABUSE AND DAY DARE (9/17/84)

**Adams, Diane, Acting Director, Community Coordinated Child Care (4-C's), Madison, Wisconsin

**Albanese, George, Director, New Jersey Department of Human Services, Trenton, New Jersey

**Biaggi, Hon. Mario, Member of Congress, New York

**Caldwell, Bettye, College of Education, University of Arkansas, Little Rock, Arkansas

**Cohn, Anne, D.P.H., Executive Director, National Committee for the Prevention of Child Abuse, Chicago, Illinois

**Flowers, Doby, Deputy Administrator, Agency for Child Development, New York City Human Resources Administration

**MacFarlane, Kee, Director, Children's Sexual Abuse Diagnostic Center, Children's Institute International, Los Angeles, California

**Manning, Gail, Director, Father English Community Center, Paterson, New Jersey

**Morgan, Gwen, Lecturer, Wheelock College; Co-Director, Work/Family Directions, Boston, Massachusetts

**Perales, Cesar, Commissioner, New York Department of Social Services, Albany, New York

- **Rogin, Carole, Executive Director, National Association for Child Care Management, Washington, D.C.
- Van de Kamp, John K., Attorney General, State of California
- Vitillio, Rev. Robert J., ACSW, Diocese of Paterson, Social Ministries Secretariat, Paterson, New Jersey
- **Whitebook, Marcy, Director, Child Care Employees Project, Berkeley, California

**FAMILIES AND CHILD CARE:
IMPROVING THE OPTIONS**

A REPORT

BY THE

**SELECT COMMITTEE ON CHILDREN, YOUTH,
AND FAMILIES**

U.S. HOUSE OF REPRESENTATIVES

NINETY-EIGHTH CONGRESS

SECOND SESSION

WITH

ADDITIONAL VIEWS



SEPTEMBER 1984

**Printed for the use of the
Select Committee on Children, Youth, and Families**

**U.S. GOVERNMENT PRINTING OFFICE
WASHINGTON : 1984**

INTRODUCTION

Our nation is in the midst of social and economic trends which raise new challenges for American families.

One of those challenges for families—how to provide the best possible care for their children—is the subject of this report.

As the Select Committee on Children, Youth, and Families learned in its 1983 nationwide assessment of families and children, many more families face enormous constraints of cost, availability, and suitability in their search for out-of-home care.¹ The result is that there are few acceptable options left to parents as they carry out their responsibilities as the primary caregivers for their children.

It is this growing problem—with enormous stakes involving the well-being of millions of families and children—which led the Committee to conduct a bipartisan national initiative on child care policy.

This report is the culmination of that effort. Over sixty-five national organizations endorsed the initiative,² and more than 160 witnesses from 22 states came before the Committee at hearings and site visits in Dallas, Texas, San Francisco, California, and Washington, D.C.³ Additional hearings held this year in New Haven, Connecticut, Detroit, Michigan, and Washington, D.C. also included testimony bearing directly on the concerns of families needing child care.

The report is not a definite analysis of each topic raised, but instead is intended to represent an overview, or survey, of current child care issues as raised by our witnesses. As in the 1983 Year-End Report, this summary report has been written using the witnesses own words as often as practicable.

FAMILY COMPOSITION, WORK FORCE TRENDS AND POPULATION SHIFTS

For the first time in almost 30 years, the number of American children under ten years of age is increasing. By 1990, there will be 38 million children in this group, and 23 million children under six—a 17 percent increase since 1980.⁴

In 1990, there will be nearly three million more children under ten who will live in single-parent households, a 48 percent increase in this decade. The growth is due to increasing rates of divorce and out-of-wedlock births. Nearly one child in four in America will live in a single-parent nousehold by 1990, double the 1970 rate. Largely as a result of the growing number of single-parent households which typically suffer from a greater incidence of poverty, more than one-fourth of the total increase in children under six, and

¹ See "Children, Youth, and Families: 1983. A Year-End Report" on the Activities of the Select Committee on Children, Youth, and Families, U.S. House of Representatives, March, 1984.

² See Appendix I for list of endorsing organizations.

³ See Appendices II, III & IV for list of hearings, site visits and witnesses. Throughout the text, numbers in parentheses refer to testimony presented to the Committee during 1983 and 1984, and to reports issued by the Committee during the same time period.

⁴ See "Demographic and Social Trends: Implications for Federal Support of Dependent-Care Services for Children and the Elderly," (Select Committee on Children, Youth, and Families, U.S. House of Representatives, December 1983, prepared by the Congressional Budget Office.) Unless otherwise noted, all projections are based on this report.

more than half of the increase in children under six from single-parent households, will be poor.

When children do live with two parents, chances are that both parents will be employed. The most typical working arrangement of families is the two-earner pattern. Among married women with husbands present and children under age six, 30 percent were in the labor force in 1970, increasing to 48 percent in 1984. It is projected by the Congressional Budget Office that, by 1990, 55 percent will be working, an 80 percent increase in twenty years.

The reality is that women are entering the work force as never before. According to the Bureau of Labor Statistics, by 1990, 66 percent of the new entrants into the work force will be women. It is established that 80 percent of women in the work force are of child bearing age, and that 93 percent of them will become pregnant at some time during their work life. Already, in 1984, more than half of all mothers with children under six, and nearly half of all mothers with children under one year of age were in the labor force. Clearly, the labor force participation rates of *all* mothers, regardless of marital status, have risen substantially in recent decades.

For the purpose of this report, when we refer to "work" we are generally referring to full-time or part-time paid employment. Usually this work is conducted outside the home, though not necessarily exclusively. We do not mean to imply, however, that the significant number of mothers who remain at home to care for children and the household do not work. They do, they should be valued for doing so, and they should not be discriminated against by any federal income or tax policy. We also do not intend either to encourage or discourage the entry of mothers into the labor force, since that is a decision properly taken by the family.

WHY ARE MORE PARENTS WORKING?

Women enter the work force for many reasons. The major reason reported to the Committee, was economic. In 1983, 25 percent had husbands who earned less than \$10,000, more than 50 percent had husbands who earned under \$20,000, and nearly 80 percent had husbands who earned less than \$30,000 per year. Over the last five years, median family income has declined by over nine percent in real terms, from \$26,885 in 1979 to \$24,580 in 1983 (in constant dollars). In addition, the declining real value of the federal tax exemption for dependents has affected family income.

Finally, there are several million single mothers, and their average yearly income is less than \$10,000. These are among the most modest income families in America.⁵ It is not economically realistic for mothers in these families to abstain from entering the labor force, unless of course, they are unable to work, or are teens who must complete their schooling.

WILL THERE BE ADEQUATE CHILD CARE UNDER CURRENT POLICIES?

As a result of these changes in demographics, in the work force, in family composition and in the economy (including outdated tax policies), millions of families find it necessary to look for out-of-

⁵ The poverty line for a family of four in 1983 was \$10,178.

home care for their children during working and commuting hours. This is true even though these parents may prefer to raise their children entirely at home.

As noted, there are going to be many more young children in need of care, and parents will be less available than ever before to care full-time for them. The number of teenagers—a group often relied on for part-time care—will shrink by five million between 1980 and 1990. Also, many of the new group of young children born between 1984 and 1990 will be first or second children who will not have a teenage sibling. The number of available grandmothers, aunts, and neighbors is likely to shrink as more women enter the labor force.

In fact, there is no national data base for child care, and estimates are drawn from a variety of different sources. What we know about the supply of child care and the type of arrangements made by parents is limited by available data. A limited Census survey⁶ suggests that the trend in child care arrangements of working mothers has been away from in-home care and care by relatives and toward greater reliance on out-of-home care by non-relatives.⁷

For example, 40 percent of children are cared for by relatives both in- and out-of-home, in spite of a constant decline since 1958. At that time, 57 percent of the youngest children of mothers employed full time were cared for by relatives. The percentage of youngest children cared for in their own homes has declined substantially, from 57 percent in 1958 to 26 percent in 1982.

Of children cared for in out-of-home settings, many are in informal care situations. Some estimate that the majority of all out-of-home care is provided in "family day care homes," although how "elastic" a supply this represents is not clearly known. Census estimates that in 1982, 19 percent of the youngest children of women employed full time are cared for in day care centers and nursery schools.

There is, however, a great deal we can say about current resources. Before 1981, Title XX of the Social Security Act provided funds to states specifically to help low and moderate income families pay for child care. When Title XX was incorporated into the Social Services Block Grant as a result of the 1981 Omnibus Budget Reconciliation Act, funding levels were reduced by 21 percent, and the targeted \$200 million in federal funds for child care were eliminated. Supporting services, like the child care nutrition program, have also been reduced. As a result, the majority of states have reduced their child care services for low and moderate families.

As use of the child care tax credit has increased, providing approximately 1.7 billion dollars in relief for families who have incurred child care expenses, it has become the largest single source of funding for child care. However, two-thirds of this credit goes to families with above median incomes, and none goes to the millions

⁶ The U.S. Census survey of child care arrangements, conducted in June 1982, is limited by the fact that it reports only child care arrangements made for the youngest child under age five. Child care arrangements made for other siblings are not reported. For comparability with prior U.S. Census surveys, see Current Population Reports of the U.S. Census, Series P-23, No. 129 (June 1982) and No. 117 (June 1977).

⁷ See Table, page 135, and Chart B, page 137.

of families who lack sufficient disposable income to take advantage of it.

In the private sector, some employers have begun to offer a range of child care related services—including referral programs, benefit plans, and on-site centers. There is much potential in private sector assistance. It is still, unfortunately, an almost completely untapped resource. Of the six million employers in the United States, according to The Conference Board, only 1,500 provide *any* form of child care assistance to their employees.

Finally, and most importantly, the witnesses themselves—the parents, providers, children, and social scientists—convinced us that there are very large gaps in current services.

Waiting lists for family day care homes and centers for infants and after-school programs for school-aged children are commonplace. Child care for children who are ill or disabled is extremely limited, as is care for abused and neglected children, and for children of teen parents. Even preschool care, the most widely available of all child care, is inadequate in many communities.

Even when major barriers do not exist, as in the case of parents who can afford suitable infant care, there can still be a shortage. Parents have identified availability, affordability, and lack of information as their major problems. Because each affects the other, and has varying degrees of impact on different groups, we cannot attach primacy to any one.

With regard to infant care in particular, the rapidly increasing workforce participation of mothers with infants has deepened to Committee's concern about the impact of out-of-home care on these infants' emotional development. With regard to whether the emotional effects of out-of-home care on infants are adverse, research findings are mixed and not definitive. As a result the Committee urges caution.

All researchers do agree, however, that for infants as for other children, the quality of care, whether in- or out-of-home, is the most important factor.

PROTECTING CHILDREN IN OUT-OF-HOME CARE

Families who need to place their children in out-of-home care are unanimous in their desire to find safe, nurturing and developmentally appropriate care for their children. The necessary rapid expansion of child care opportunities and their diversity means that we must do everything possible to assure the adequacy of child care settings.

Currently, child care may be provided in schools, nurseries or centers, in family day care homes, or in-home by a relative or non-relative. The care may be available full- or part-day with or without some or many other children; it may include a structured educational component, or some educational emphasis, or be primarily custodial. The Committee was constantly reminded that care outside the home is as variable as it is in the home.

Any of these out-of-home child care arrangements may be licensed or unlicensed, registered or unregistered, depending on the state. Requirements included in licensing and registration also vary substantially from state to state.

The Committee is deeply concerned about recent reports of abuse in child care, and firmly believes that in addition to specific new safeguards, ultimately the greatest assurance of well-being will be provided by the full and active participation of the parents. A number of states are changing their requirements, but all states need to improve their procedures for preventing abuse in day care centers.

Training caregivers, improving the level of health, safety, and sanitation standards, enhancing parents ability to evaluate and interact with day care providers, and increasing the wages of providers are all essential elements of upgrading the child care system. Any strategies designed to address child abuse must be designed in coordination with strategies to improve the quality of the child care system overall.

EXAMPLES OF POSITIVE CHILD CARE INITIATIVES

Although there is this gap between need and supply, there is reason to hope. Our witnesses have presented us with many examples of successful child care efforts. There are enough successes, coming from every kind of sponsor, and meeting a wide variety of child care needs that we believe they can be replicated on a wide scale without requiring new bureaucracies or delivery systems. The models for success in child care already exist (see section II, p. 57).

For example, with regard to infant and preschool care, we have seen responses ranging from expanded parental leave policies which enable parents to stay home during the critical first months of infancy, to corporate on-site centers which allow mothers to nurse and visit their infants. California uses state funds to serve thousands of preschoolers in what has become a young child centered educational system.

School-aged children are being served by "warm lines" in some communities, to help them overcome their fears and loneliness. Schools are offering, or contracting with licensed providers to offer before- and after-school care. There are joint school/nonprofit sponsored after-school programs, such as the YMCA-run program in San Antonio, Texas.

Although there are still relatively few examples, the Committee has seen how successful employer-sponsored child care initiatives can be. Corporations offer a wide range of services, as well as contracting with others. Utah Issues offers a flexible benefit plan which will pay for 50% of child care. Businesses are providing funds to local governments and agencies to help them develop facilities, and joining with other corporations in a few instances to make information and referral services available to parents in nearby communities.

In spite of the difficulty in serving families with special child-care problems—teen parents, single parents, etc.—the Committee has seen many successful projects. Some communities give special child care assistance to single parents looking for work or training. There are child care programs for teen parents, like the one in St. Paul, Minnesota, which allow almost all to complete school. California has a Child Development Program which serves 6,500 pre-

school children of student/parents. California also makes special child care provisions for disabled children.

Finally, although still just a beginning, there are now more successful credentialing and training efforts underway. These, of course, are designed to help protect and safeguard the well-being of the children in child care. Fifteen thousand people have received the Child Development Associates credential since 1975. The National Association for The Education of Young Children has designed a voluntary accreditation program for early childhood centers and schools.

SUMMARY

Unlike the Year-End Report, this document contains policy recommendations. It is the Committee's view that, as we move towards 1990, more families will need child care. We believe the situation will worsen unless parents are given more child care options, and that the gap in current services will grow wider unless greater attention is paid to specific proposals, covering a wide range of public and private initiatives. (See page xiv)

Parents should be able to choose among options which they believe best meet their children's needs, whether it is staying home full-time or working full-time, or some choice in between.

George Miller, Chairman, William Lehman, Patricia Schroeder, Lindy (Mrs. Hale) Boggs, Matthew F. McHugh, Jerry M. Patterson, Barbara A. Mikulski, Ted Weiss, Beryl Anthony, Jr., Barbara Boxer, Sander M. Levin, Bruce A. Morrison, J. Roy Rowland, Gerry Sikorski, Alan Wheat, Matthew G. Martinez,

Dan Marriott, Ranking Minority Member, Hamilton Fish, Jr., Dan Coats, Thomas J. Bliley, Jr., Frank R. Wolf, Dan Burton, Nancy L. Johnson, John R. McKernan, Jr., Barbara F. Vucanovich.

FINDINGS/RECOMMENDATIONS

FAIR TAX POLICY FOR FAMILIES

Finding: The personal and dependent exemption has diminished in value for those families raising children in the current economy, and the tax system, including policies directed at child care, may be directing resources away from those families most in need.

Recommendation: Congress should immediately revise tax policy to ensure that families raising children are not penalized whether they choose to stay home with their children or seek out-of-home care. Limited federal resources should be directed to allow full participation by families with little or no tax liability. Tax policies considered, separately and together, should include, but not be limited to, the personal and dependent exemption, the dependent care tax credit, the earned income tax credit, family allowances, and the dependent care assistance program.

PROTECTING CHILDREN IN OUT-OF-HOME CARE

Finding: The Committee places great urgency on resolving the problems of child abuse in child care settings. Insufficient policies and resources covering the training and compensation of child care workers, health and safety standards, coordination with local law enforcement officials, and parental involvement severely jeopardize the current child care system.

Recommendation: Congress should immediately consider discontinuing the flow of federal funds to states that have failed to provide adequate health, safety and law enforcement standards for the protection of children in out-of-home care. The Secretary of Health and Human Services must expedite ways to assist states in preventing child abuse in child care settings, including providing model guidelines to states for regulatory and licensing standards.

Recommendation: The Department of Health and Human Services should continue without interruption current national training and credentialing programs and, in addition, expand those efforts to ensure training for family day care providers and infant caregivers.

Recommendation: Congress should establish a modest matching fund program designed to expand community-based information and referral services for parents, and to support networks for providers, workers and administrators of child care programs.

IMPROVING PARENTAL INFANT CARE OPTIONS

Finding: Although most new entrants into the labor force will be women of childbearing age, under current policies they still risk losing their job or substantial income if they give birth and stay home a short period of time with their infant. Also, with regard to whether the effects of out-of-home care on infants are adverse, research findings are mixed and not definitive, and as a result the Committee urges caution. Quality out-of-home care for infants is costly and in short supply.

Recommendation: Working with members of the private sector, Congress should review both the barriers and incentives to improving current leave and personnel policies. Policies should be developed which do not penalize parents for giving birth or spending an acceptable period at home with their infants. Issues reviewed should include, but not be limited to, job continuity and possible salary or income adjustments.

SUPPORTING CURRENT CHILD CARE SERVICES

Finding: Social and economic trends have added greatly to the demand for child care. Increased numbers of very young children and working mothers will compound these pressures throughout this decade. Current child care efforts, which have been eroded in recent years, must be adjusted to meet the current and expected needs of families.

Recommendation: Congress should immediately provide funds under the Social Services Block Grant at the maximum level authorized for FY 1985 under Title XX of the Social Security Act (42

U.S.C. 1397, Sec. 2001-2008), with an emphasis on child care services.

Congress should require States to disregard an initial thirty dollars in monthly earnings plus one-third of remaining earnings plus work expenses (including reasonable child care costs related to employment), when determining the amount of benefits to which a recipient AFDC family is entitled. For children eligible to participate in the Child Care Food Program, nutritional supports should include three meals and two supplements per day per child.

Recommendation: Congress should immediately review the legislative authorities for child care under vocational, postsecondary, and training programs to determine if they are adequate to meet the child care needs of the participating parents. Particular attention should be given to adjusting these policies, if necessary, to cover more fully the transition to employment.

EXPANDING THE ROLE OF THE PRIVATE SECTOR

Finding: Direct or indirect employer-sponsored child care services will play an increasingly important role in ensuring adequate child care choices available to families. There is substantial evidence, however, that employers are unaware of the extent of the need for child care among their employees. This is true in spite of the fact that two-thirds of the new entrants into the work force will be women.

Recommendation: Congress should develop incentives for private employers to expand the child care options available to their employees. The options considered should include, but not be limited to, parental leave and personnel policies, fringe benefit plans, on- or off-site child care centers, and information and referral services.

Recommendation: Congress should review current barriers and possible incentives to the formation of proprietary and other child care facilities, including family day care homes.

SCHOOLS AND CHILD CARE

Finding: Parents and communities are struggling to provide safe, supervised and developmentally appropriate before- and after-school activities for their "latchkey" children. Better use of public schools would help them achieve these goals.

Recommendation: Congress should provide incentive grants to assist public and nonprofit agencies to develop before- and after-school child care programs for school age children, using public and private school facilities. These programs should be offered on a sliding fee scale basis to allow for the participation of families from all income levels.

Finding: Nearly sixty percent of mothers with children ages three to five are now in the labor force. Better use of the public schools would expand the number of safe, affordable child care options available to these parents.

Recommendation: Congress should provide incentive grants to public and private non-profit agencies to assist local school districts and private schools which choose to develop programs for four year olds in public schools. One component, if a local school district or private school chooses to implement such a program, may be di-

rected towards enrichment programs for educating disadvantaged children. These programs should be offered on a sliding fee scale basis to allow for the participation of families from all income levels.

ALPHABETICAL LISTING OF REFERENCES

- Ad Hoc Day Care Coalition, Washington, D.C., (September 5, 1984)** (154)
- *Ahrens, The Honorable Diane, Commissioner, Ramsey County, MN; on behalf of the National Association of Counties, Washington, D.C., (September 5, 1984) (97)
- Anderson, Kristin, Project Director, Working Parents Project, The Center for Public Advocacy Research, New York, NY, (September 5, 1984) (207)
- *Aronson, Susan, M.D., Chair, Pennsylvania Chapter, American Academy of Pediatrics; on behalf of the American Academy of Pediatrics, Arlington, VA, (September 6, 1984) (91)
- *Bai Clay, Margaret, President, Virginia Family Day Care Association, (April 4, 1984) (1)
- Baldwin, Wendy, Ph.D., Chief, Demographic and Behavioral Sciences, Center of Population Research, National Institute of Child Health and Human Development, Bethesda, MD, (July 20, 1983) (165)
- *Belsky, Jay, Ph.D., Associate Professor of Human Development, Pennsylvania State University; on behalf of the American Psychological Association and the Association for the Advancement of Psychology, Washington, DC, (September 5, 1984) (93)
- Bennetts, Leslie, "Minding the Children: Parents Find a Wide Variety of Day Care Quality in the U.S.," *The New York Times*, September 3, 1984, (September 5, 1984) (166)
- *Bergman, Roberta, Executive for Resource Development, Child Care Dallas, TX, (May 21, 1984) (2)
- Birch, Tom L., National Committee for Prevention of Child Abuse, Chicago, IL, (September 5, 1984) (167)
- *Black, Joyce, Public Policy Chair, Child Welfare League of America; President, Day Care Council of New York, (September 5, 1984) (94)
- Block, Eve, Executive Director, Statewide Youth Advocacy, Inc., Rochester, NY, (July 25, 1983) (168)
- Brazelton, T. Berry, M.D. Cheif, Division Child Development, Children's Hospital; Associate Professor of Pediatrics, Harvard Medical School, Boston, MA, (September 5, 1984) (169)
- *Breslin, Mary Lou, Deputy Director, Disability Rights Education and Defense Fund, Inc., Berkeley, CA, (June 18, 1984) (3)
- Brown, Larry, Director, Child Protection Division, American Humane Association, Denver, CO, (September 5, 1984) (144)
- *Brubaker, Cynthia, Public Policy Chair, The Association of Junior Leagues, Inc., New York, NY, (September 6, 1984) (95)

*These witnesses testified at hearings held as part of the Select Committee's national child care initiative.

**Dates in parentheses refer to the date of the hearing for which testimony was presented or submitted for the record.

- Bryant, Ariel G., California State Coordinator, Firehawks Children's Program; Inspector, Oakland Fire Prevention Bureau, Oakland Fire Department, CA, (June 18, 1984) (4)
- *Burke, Kenyon, Associate General Secretary, Division of Church and Society, National Council of Churches of Christ, New York, NY, (September 5, 1984) (96)
- *Burton, Linda, Mothers At Home, Vienna, VA, (April 4, 1984) (5)
- Burud, Sandra L., Principal Investigator, National Employer Supported Child Care Project, Child Care Information Service, Pasadena, CA, (June 18, 1984) (92)
- Carey, Marijane, Director, INFOLINE, South Central Connecticut, (April 13, 1984) (6)
- *Carnes, Betty V., Chair, Executive Board, Child Development Associates Credentialing Commission; Human Services Coordinator, State Health and Human Services Finance Commission, Columbia, SC, (September 6, 1984) (98)
- *Carr, Irene, State-wide Secretary, The New York State Civil Service Employees Association; on behalf of the American Federation of State, County and Municipal Employees, Washington, D.C., (September 5, 1984) (99)
- Cervantes, Robert, Assistant Superintendent, Child Development Division, California State Department of Education, Sacramento, CA, (June 18, 1984) (100)
- Child Care Task Force, State of Maine, Department of Human Services and Department of Educational and Cultural Services, (September 5, 1984) (160)
- Children's Commission, County of Santa Cruz, "A Feasibility Report by the Children's Commission Task Force on Employer Sponsored Child Care," CA, (June 18, 1984) (14)
- Children's Defense Fund, Washington, D.C., (September 5, 1984) (163)
- Claxton, Nancy, Coordinator, Child Development Program, Department of Education, Orange County, CA, (December 7, 1983) (7)
- Clinger, The Honorable William, Member, U.S. House of Representatives, Pennsylvania; Chair, The House Wednesday Group, (September 5, 1984) (148)
- Clow, Suzanne, Associate Director, Phoenix Institute, Salt Lake City, UT; Chairperson, Child Care Advisory Council of Utah, (December 6, 1984) (8)
- Codner, Blossom, Parent, New Haven, CT, (April 13, 1984) (101)
- *Cohen, Betty, Co-Director and Coordinator of Social Services, BANANAS, Inc., Child Care Information and Referral and Parent Support, North Alameda County, CA, (June 18, 1984) (9)
- Cohn, Anne, Executive Director, National Committee for the Prevention of Child Abuse, Chicago, IL, (March 12, 1984) (102)
- Cole, Eunice, President, American Nurses Association, Kansas City, MO, (September 5, 1984) (151)
- Collins, Glenn, "Minding the Children: Experts Debate Impact of Day Care Children on Society," *The New York Times*, September 4, 1984 (September 5, 1984) (170)
- *Cooke, The Honorable Thomas H., Mayor, East Orange, New Jersey; Chairman, Human Development Committee, U.S. Conference of Mayors, Washington, DC, (September 5, 1984) (103)

- *Curtis, Carla, Public Policy Analyst, National Black Child Development Institute, Washington, DC, (September 5, 1984) (104)
- Dawson, Ann Gilman, Principal Investigator, "Study of Employer Sponsored Child Care Services," Foundation for Human Service Studies, Inc., Chicago, IL, prepared for the U.S. Department of Health and Human Services, (September 5, 1984) (155)
- *DeConcini, The Honorable Dennis, Member, U.S. Senate, Arizona, (September 6, 1984) (105)
- *Dobkin, Nina, Member, Children and Youth Priority, National Council of Jewish Women, New York, NY, (September 6, 1984) (106)
- Domeikis, Carole, Deputy Director, Office of Commissions, County of Sonoma, CA, (June 18, 1984) (10)
- Dorris, Doris, Executive Director, Professional Association for Childhood Education, Danville, CA, (June 18, 1984) (149)
- Dunford, Mitzi, Former Director of Public Issues and Advocacy, Junior League of Salt Lake City, UT, (December 6, 1984) (181)
- Elgort, Catherine, Infant Toddler Director, and Maureen Sharon, Early Childhood Services Director, Marin Jewish Community Center, San Rafael, CA, (June 18, 1984) (11)
- *English, Jean, Chief Policy Specialist, Licensing Branch, Texas Department of Human Resources, Austin, TX, (May 21, 1984) (12)
- *Esterline, Bruce, Former Executive Director, Corporate Child Development Fund for Texas, Austin, TX, (May 21, 1984) (13)
- *Etaugh, Claire, Chair and Professor of Psychology, Bradley University, Peoria, IL, (September 5, 1984) (108), (222)
- Feinberg, Lawrence, "Areas of Affluence—Fairfax and Montgomery Lead Census Bureau's List of Wealthiest Large Counties," *Washington Post*, March 21, 1984, (September 5, 1984) (172)
- *Fidler, Richard, Director of Personnel, Zehntel Corporation, Walnut Creek, CA, (June 18, 1984) (15)
- Fillin-Yeh, Susan, Parent, New Haven, CT, (April 4, 1984) (54)
- Fleenor, Louise, Director, Child Day Care Services, Children's Home Society of California, Los Angeles, CA, (June 18, 1984) (109)
- Fontana, Vincent, Medical Director and Pediatrician-in-Chief, New York Foundling Hospital Center for Parent and Child Development; Professor of Clinical Pediatrics, New York University College of Medicine; Chairman of Mayor's Task Force on Child Abuse and Neglect of the City of New York, (March 12, 1984) (110)
- Fosberg, Steven, "Family Day Care in the United States: Summary of Findings," final report from the National Day Care Home Study, prepared for the Office of Children, Youth and Families, U.S. Department of Health and Human Services, 1981 (127)
- *Friedman, Dana, Senior Research Fellow, Work and Family Information Center, The Conference Board, New York, NY, (September 5, 1984) (111)
- Gamble, Thomas J., Ph.D., Erie County Office of Children and Youth; Yale University Bush Center for Child Development and Social Policy, New Haven, CT, (September 5, 1984), (173)

- *Gary, Warlene, Associate Director, Government Relations, National Education Association, Washington D.C., (September 6, 1984) (142)
- Gasper, JoAnn, Deputy Assistant Secretary, Social Services Policy, U.S. Department of Health and Human Services, (April 4, 1984) (16)
- General Accounting Office Report, "States Use Several Strategies to Cope with Funding Reductions Under Social Services Block Grants," August 9, 1984, HDR-84-68, (September 5, 1984) (174)
- *Gilius, Teresa, Executive Director, Austin Families, Inc., Austin, TX, (May 21, 1984) (17)
- *Githens, James Carver, age 11, Baltimore, MD, (April 4, 1984) (18)
- *Gonzales, Gail, Administrator, Sick Child Care Unit and Health Care Coordinator, San Juan Bautista Child Development Center, San Jose, CA, (June 18, 1984) (19)
- *Graham, Becky, Parent, Houston, TX, (May 21, 1984) (20)
- *Guggenheimer, Elinor, President, Child Care Action Campaign, New York, NY, (September 5, 1984) (112)
- *Halpern, Madelon, Program Manager, Child Development Programs, San Francisco Unified School District, CA, (June 18, 1984) (21)
- *Harder, Sarah, Director, Legislative Program, American Association of University Women, Washington, D.C.; Assistant to the Vice Chancellor, University of Wisconsin-Eau Claire, (September 5, 1984) (113)
- Heade, Rev. Herman, Jr., National Director of Urban Affairs and Church Relations, Prison Fellowship, Washington, D.C., (November 10, 1983) (175)
- *Hedgecoth, Patricia J., Chief, Child Care Services Bureau, State Department of Human Resources, Carson City, NV, (June 18, 1984) (22)
- *Henson, Rebecca J., Parent, Fairfax County, VA, (April 4, 1984) (23)
- *Herrity, John F., Chairman, Board of Supervisors, Fairfax County, VA; a letter dated November 16, 1981 to the Honorable David Stockman, Director, Office of Management and Budget, (September 5, 1984) (206)
- *Hiteshew, Betsy, Chairperson, Child Development Policy Board, California Children's Lobby, Los Angeles, CA, (June 18, 1984) (24)
- Holmes, Delores, Director, Family Focus/Our Place, Evanston, IL, (September 26, 1983) (129)
- *Holmes, Julia, Second Vice President, League of Women Voters of the United States, Washington, D.C., (September 5, 1984) (115)
- *Hughes, Muriel Posten, Parent, Wheaton, MD, (April 4, 1984) (25)
- *Hutchinson, Barbara B., Vice-President, American Federation of Labor and Congress of Industrial Organizations; Director, Women's Department, American Federation of Government Employees, (September 6, 1984) (123)
- Jackson, Beverly Roberson, Ed.D., Director, Department of Human Welfare, General Board of Church and Society, The United Methodist Church, Washington, D.C., (September 5, 1984) (176)

- *James, Jerry L., Vice President, YMCA, San Antonio, TX, (May 21, 1984) (26)
- *Jenkins-Monroe, Valata, Ph.D., Clinical Psychologist, Institute for Developmental Studies, Oakland, CA; President, Bay Area affiliate, National Black Child Development Institute, CA, (June 18, 1984) (46)
- Johns, Mary Lee, Director, Children and Youth Services Program, Texas Conference of Churches, Austin, TX, (May 21, 1984) (27)
- *Johnson, Loretta, Vice President, American Federation of Teachers; Chair, AFT Women's Rights Committee, (September 6, 1984) (134)
- Kagan, Jerome, Ph.D., Professor of Psychology, Harvard University, Boston, MA, (September 5, 1984) (178)
- *Kammerman, Sheila, Ph.D., Professor, Columbia University School of Social Work, NY; Fellow, Center for Advanced Study in the Behavioral Sciences, Stanford, CA, (April 4, 1984) (29-32, 159)
- Kaufman, Barry A., Ed.D., Chairperson, Department of Education, Dominican College, San Rafael, CA; Post-Doctoral Fellow, UCLA Bush Foundation, Program on Child Development and Social Policy, (June 18, 1984) (33)
- *Kean, The Honorable Thomas H., Governor, State of New Jersey; Chair, Human Resources Committee, National Governor's Association, Washington, D.C., (September 5, 1984) (116)
- Kolben, Nancy, Director, Employees and Day Care Project, PAWS Pre-School Association, Inc., New York, NY, (September 5, 1984) (179)
- *Kowash, Robert, Early Childhood Learning Centers, Inc.; on behalf of the National Association for Child Care Management, Washington, D.C., (September 6, 1984) (117)
- Krauskopf, James A., Administrator/Commissioner, New York City Human Resources Administration, NY, (September 5, 1984) (118)
- *Kravin, Fonda, Executive Director, Community Cooperative Services, Reno, NV, (June 18, 1984) (34)
- *Krevans, Julius R., M.D., Chancellor, University of California at San Francisco, (June 18, 1984) (35)
- Lasky, Deborah, Director, Child Development Center for infants and Toddlers, North Orange County YWCA, CA, (December 18, 1983) (157)
- Leonard, Martha, M.D., Professor of Pediatrics, Yale Child Study Center; Chair, Government Liason Committee, Connecticut Chapter, American Academy of Pediatrics, (April 13, 1984) (119)
- *Kiddell, Louisa, Executive Director, Future Homemakers of America; on behalf of the National Collaboration for Youth, Washington, D.C. (September 6, 19184) (120)
- Lincoln National Life Insurance Co., report from the Child Care Total Involvement Team, April 1984, Lincoln, IN, (May 21, 1984) (36)
- Lindsey, Robert, "Minding the Children: Increased Demand for Day Care Prompts a Debate on Regulation," *The New York Times*, September 2, 1984. (September 5, 1984) (180)

- Lipsitz, Joan, Ph.D., Director, Center for Early Adolescence, University of North Carolina at Chapel Hill, (October 27, 1983) (121)
- *Lipton, Diane, Parent, Richmond, CA, (June 18, 1984) (37)
- *Lopez, Antonia, Education and Staff Development Coordinator, Foundation Center for Phenomenological Research, Inc.; Chair, Coalition of Migrant Child Development Agency Executives, Sacramento, CA, (June 18, 1984) (38)
- Lucas, Mary Lou, Chair, Strategies of a Decade Child Care Committee, United Way of the Bay Area, San Francisco, CA, (June 18, 1984) (39)
- Lundberg, Jonia E., President, California Family Women, Saratoga, CA, (June 18, 1984) (40)
- Maldonado, Dan, Executive Director, Institute of Human Resource Development, Salt Lake City, UT, (December 6, 1983) (182)
- Malone, Margaret, Education and Public Welfare Division, The Library of Congress Congressional Research Service, Issue Brief Number IB81027, July, 1984 (205)
- Maltz, Patricia, Chief Executive Officer, Quality Child Care, Inc., Minneapolis, MN, (April 4, 1984) (41)
- Mann, Judy, "Investment", *Washington Post*, August 17, 1984, (September 5, 1984) (183)
- Mann, Judy, "Child Care", *Washington Post*, August 1, 1984, (September 5, 1984) (184)
- Mann, Judy, "Child Care", *Washington Post*, August 3, 1984, (September 5, 1984) (185)
- *Maroney, The Honorable Jane, Member, Delaware State House of Representatives, Wilmington; Chair, Advisory Committee on Children and Youth, National Conference of State Legislatures, (September 5, 1984) (122)
- McAliley, Janet, Member, Dade County Board of Education, Miami, FL, (October 14, 1983) (186)
- McCall, Carolyn, Ph.D., and Louise Rosenkrantz, M.Ed., Prison Match, San Francisco, CA, (June 18, 1984) (42)
- McCartney, Kathleen, Ph.D., Assistant Professor, Department of Psychology and Social Relations, Harvard University, Cambridge, MA, (September 5, 1984), (187)
- McFadden, Joan R., Executive Director, American Home Economics Association, Washington, D.C. (September 5, 1984), (188)
- McGee, Elizabeth A., Director, Economic Self-Sufficiency for Teenage Parents Project, National Child Labor Committee, New York, NY, (July 20, 1984) (189)
- *McNair, Ella, Director, Program Planning and Development, Delta Sigma Theta Sorority, Inc., Rosslyn, Va, (September 6, 1984) (190)
- McNemar, Kathleen, Child Care Coordinator, Houston Committee for Private Sector Initiatives, TX, (May 21, 1984) (43)
- *Meyer, Doug, Director, Children's Ministries, First United Methodist Church, Dallas, TX, (May 21, 1984) (44)
- Miller, Carole, Parent, Concord, CA, (June 18, 1984) (150)
- Mills, Allan, Family Day Care Provider, College Station, TX, (May 21, 1984) (45)
- Millstein, Merrilee, Chair, Permanent Commission on the Status of Women; and Susan Bucknell, Executive Director, Perma-

- ment Commission on the Status of Women, Hartford, CT, (April 13, 1984) (124)
- Montgomery, Velmette, and Anthony Ward, Ph.D., Co-Directors, The Day Care Forum, Inc., New York, NY, (September 5, 1984) (171)
- Nash, Lola, Director, Yale-New Haven Hospital Infant-Toddler Center, CT, (April 13, 1984) (47)
- National Association for the Education of Young Children, Child Care Licensing Position, (September 5, 1984) (191)
- Office of Special Education and Rehabilitative Services, U.S. Department of Education, "To Assure the Free, Appropriate Public Education of all Handicapped Children: Sixth Annual Report to Congress on the Implementation of Public Law 94-142: the Education for All Handicapped Children Act," 1984 (220)
- Office of the Governor, State of North Carolina, "Helping Working Parents: Child Care Options for Business," (September 5, 1984) (193)
- Osterholm, Michael T., Ph.D., M.P.H., Chief, Acute Disease Epidemiology Section, Minnesota Department of Health; Clinical Assistant Professor, Division of Epidemiology, University of Minnesota, (September 5, 1984) (125)
- Overstreet, Edward J., Michigan Association of Children's Alliances, Lansing, MI, (March 5, 1984) (48)
- Page, Robin A., President, University of Utah Single Parents Association, (December 6, 1983) (177)
- Parrick, Maxine, Executive Director, Shadelands Children's Center, Walnut Creek, CA, (June 18, 1984) (49)
- Pearlman, Ronald A., Acting Assistant Secretary on Tax Policy, U.S. Department of the Treasury, (September 5, 1984), (194)
- *Piccione, Joseph, Research Associate, Child and Family Protection Institute, Washington, D.C., (September 6, 1984) (126)
- Pingree, David H., Secretary, State Department of Health and Rehabilitative Services, FL, (October 14, 1983) (196)
- President's Advisory Council on Private Sector Initiatives and the White House Office of Private Sector Initiatives "Employer Options to Support Working Families," (September 5, 1984) (197)
- Presser, Harriet, Professor of Sociology, Division of Behavioral and Social Sciences, University of Maryland, (September 5, 1984) (156)
- Probst, Annice M., Pre-School Association of the West Side, New York, NY, (September 5, 1984) (198)
- *Quinn, Jane, Director of Program Services, Girls Clubs of America, Inc., New York, NY; on behalf of the National Collaboration for Youth, Washington, D.C., (September 6, 1984) (120)
- Reid-Green, Carolyn, Ph.D., Project Director, Friends Outside Family Reunification Project, California Institution for Women, Salinas, CA, (June 18, 1984) (128)
- Rhode Island Department for Children and Their Families, "An Assessment of the Impact of Federal Budget Decisions on Services to Children and Families in Rhode Island", December 1983, (April 13, 1984) (50)
- Rhodes, Marie F., Director, Children's Respite Care, Carmichael, CA, (June 18, 1984) (51)

- *Rhones, Aaron, age 8, Washington, D.C., (April 4, 1984) (52)
- *Rhones, Carletha, age 10, Washington, D.C., (April 4, 1984) (52)
- *Rhones, Joan, Parent, Washington, D.C., (April 4, 1984) (53)
- Richard, Carol, Director, United Day Care Center, Fort Collins, CO, (200)
- *Rodriguez, Gloria G., Executive Director, ADVANCE Educational Program for Parents and Children, San Antonio, TX, (May 21, 1984) (55, 56)
- *Romaine, Michael F., Ph.D., Vice-President, Community Relations, Zale Corporation, Irving, TX, (Site Visit), (May 21, 1984) (114)
- Rothberg, Diana, President, Association of Part-Time Professionals, McLean, VA, (September 5, 1984) (202)
- *Rush, Louise, Director, Employer Related Child Care Project, Contra Costa Children's Council, Concord, CA, (June 18, 1984) (57)
- *Sale, June Solnit, Director, UCLA Child Care Services; Co-Director, UCLA Bush Foundation Program on Child Development and Social Policy, Los Angeles, CA, (June 18, 1984) (58)
- Sayres, Martha, M.D., Director, Office of Academic Careers, Harvard Medical School, Boston, MA, (September 5, 1984) (131)
- Scarr, Sandra, Ph.D. Commonwealth Professor of Psychology, University of Virginia, (September 5, 1984) (203)
- *Schmalzreid, Beverly, Air Force Family Activities Administrator, Morale, Welfare, and Recreation Directorate, Air Force Manpower and Personnel Center, U.S. Air Force, Randolph Air Force Base, TX, (May 21, 1984) (59)
- *Schmitt, Gail, District Manager, Kinder-Care Learning Center, Deer Park, TX, (May 21, 1984) (60, 61)
- *Schneider, Sharon, Parent, Carmichael, CA, (June 18, 1984) (62)
- Schuchert, Johanna, Executive Director, Parents Anonymous of Virginia, (March 12, 1984) (146)
- *Seiderman, Ethel, Director, Fairfax-San Anselmo Children's Center, Inc., Fairfax, CA, (June 18, 1984) (63)
- Select Committee on Children, Youth, and Families, U.S. House of Representatives, "Children, Youth, and Families: 1983, A Year-End Report on the Activities of the Select Committee on Children, Youth, and Families," committee print, March, 1984, (164)
- Select Committee on Children, Youth, and Families, U.S. House of Representatives, "Demographic and Social Trends: Implications for Federal Support of Dependent Care Services for Children and the Elderly," committee print, December, 1983, prepared by the Congressional Budget Office, (201)
- Select Committee on Children, Youth, and Families, U.S. House of Representatives, "Federal Programs Affecting Children," committee print, January, 1984, (221)
- Seligson, Michelle, School-Age Child Care Project, Wellesley College Center for Research on Women, Wellesley, MA, (September 5, 1984) (133)
- Service Employees International Union, Washington, D.C., (June 18, 1984) (132)
- Shafer, Lynn, Administrative Director, Warm World Child Development Center, Stillwater, MN, (September 26, 1984) (64)

- Shaffer, Betty, Chair, Child Care Advocates of America, Orange County, CA, (December 7, 1983) (65)
- Shumaker, Paul, Executive Vice President, Human Resources and Administrative Affairs, Cuyahoga Community College, Cleveland, Ohio; on behalf of the National Coalition for Campus Child Care, (September 5, 1984) (135)
- *Siegel, Patricia, Executive Director, California Child Care Resource and Referral Network, San Francisco; Chair, Child Development Programs Advisory Committee, CA, (June 18, 1984) (66)
- Silverman, Phyllis, Director, Career and Family Center, Catalyst, New York, NY, (September 5, 1984) (136)
- Smith, Gerrie M., Child Care Advisory Council, County of Fairfax, VA; testimony presented before the Senate Agriculture Committee, April 4, 1984, (September 5, 1984) (204)
- *Sneider, Ann, Executive Director, Neighborhood Centers, Inc., Houston, TX, (May 21, 1984) (67)
- *Snyder, Wayne, Corporate Manager, Employee Services, The Southland Corporation, Dallas, TX, (May 21, 1984) (68)
- Soloway, Ron, Executive Director, Center for Public Advocacy Research, New York, NY, (September 5, 1984) (145)
- *Spencer-Perry, Eyana, age 10, Oakland, CA, (June 18, 1984) (69)
- *Steneberg, Doreen, P., Parent, El Cerrito, CA, (June 18, 1984) (70)
- *Stevenson, Carol S., Staff Attorney, Child Care Law Center, San Francisco, CA, (June 18, 1984) (71)
- *Stewart, Hope, Office Manager/Bookkeeper, Fairfax-San Anselmo Children's Center, Inc., Fairfax, CA, (June 18, 1984) (72)
- Sweeney, John J., International President, Service Employees International Union, American Federation of Labor-Congress of Industrial Organizations, Central Labor Council, Washington, D.C., (September 5, 1984) (192)
- Tall Bull, Susan Vassau, Acting Executive Director, Qua Qui Corporation, Missoula Indian Center, MT, (December 6, 1983) (208)
- Tankoos, David, Parent, Hamden, CT, (April 13, 1984) (137)
- Tanner, Harry, Executive Director, Community Council of Greater Dallas, "Child Day Care in Texas: The United Way Perspective, a report prepared by the United Way of Texas, TX (May 21, 1984) (152)
- *Tate, Deanna R., Ph. D., Department Chair and Associate Professor, Department of Child Development and Family Living, Texas Woman's University, (September 5, 1984) (162, 195)
- Taylor, Mary, San Antonio Coalition for Children and Youth, TX, (May 21, 1984) (153)
- *Theban, John, Chief Executive Officer, Child and Family Services, Washington, D.C.; on behalf of the Coalition of Family Organizations, (September 6, 1984) (138)
- Thomas, Kimberly, Program Development Specialist, Child Care Services, University of California at Berkeley, (September 5, 1984) (158)
- *Thompkins, Rachel, Executive Director, Children's Defense Fund, Washington, D.C., (April 4, 1984) (73)
- Thompson, Mary, President, San Diego Family Day Care Association; Member, Board of Directors, California Association for the Education of Young Children, CA, (June 6, 1984) (74)

- United Community Services of Metropolitan Detroit, "In Support of Families," report from the Family Function and Support Task Force, March, 1981, Detroit, MI, (March 5, 1984) (75)
- U.S. Bureau of the Census, Current Population Reports, Special Studies Series P-23, No. 117, "Trends in Child Care Arrangements of Working Mothers," 1977 (107)
- U.S. Bureau of the Census, Current Population Reports, Special Studies Series P-23, No. 129, "Child Care Arrangements of Working Mothers: June 1982," (219)
- *Vong, Binh, age 8, Marin County, CA, (June 18, 1984) (76)
- Waldo, Viola, Parent, New Haven, CT, (April 13, 1984) (140)
- *Walker, Gayland, Director of Pupil Transportation, Austin Independent School District, TX, (May 21, 1984) (77)
- *Walker, Michele, Parent, Oakland, CA, (June 18, 1984) (78)
- *Watkins, Bonnie, Parent, Austin, TX, (May 21, 1984) (79)
- *Watson, Jeanette, Governing Board, National Association for the Education of Young Children, Austin, TX; Former President, Austin AEYC; Former President, Southern Association for Children Under Six, (May 21, 1984) (80)
- Wehking, Mary, Director, Washtenaw County Child Care Coordinating and Referral Service, Ann Arbor, MI, (March 5, 1984) (81)
- *Weikert, David, Director, High/Scope Educational Research Foundation, Ypsilanti, MI, (June 30, 1983) (139)
- *Weinstein, Lori, Director, National Advocacy Project for Family Day Care, The Children's Foundation, Washington, D.C., (September 6, 1984) (141)
- *Weinstein, Vivian, Associate Professor of Pediatrics, King/Drew Medical Center, Los Angeles, CA, (June 18, 1984) (82)
- *Weiss, Rita S., Ph. D., Assistant Dean, College of Arts and Sciences; Inreal Project Director; Professor, Department of Communication Disorders and Speech Science, University of Colorado, Boulder, CO, (December 6, 1984) (209)
- *Weissbourd, Bernice, Vice Chairman, Committee on Public Policy and Public Education, National Center for Clinical Infant Programs, Washington D.C.; President, Family Focus, Inc.; President, Family Resources Coalition, Chicago, IL; Vice President, National Association for the Education of Young Children, (September 5, 1984) (130)
- *Weltz, Sister Ann, C.S.J., Director, Bay Area Crisis Nursery, Concord, CA, (June 18, 1984) (83)
- *Whitebook, Marcy, Director, Child Care Employee Project, Berkeley, CA, (June 18, 1984) (84)
- Whitworth, Shauna, Director of Research, Military Family Resource Center, Springfield, VA, (November 10, 1983) (210)
- Wiessler, David and Jeannye Thorton, "Who'll Watch the Kids? Working Parents' Worry", *U.S. News and World Report*, (September 5, 1984) (212)
- Wickham, Gen. John A., Jr., Chief of Staff, U.S. Army, Washington, D.C., (November 10, 1983) (211)
- Wiseman, Bonnie, Parent, Springfield, VA, (April 4, 1984) (85)
- Wolf, The Honorable Frank, Member, U.S. House of Representatives, Virginia, (September 5, 1984) (213)

- Wolfe, Leslie, Director, Project on Equal Education Rights, Washington, D.C., (September 5, 1984) (161)
- Women's Bureau, U.S. Department of Labor, "Federal Legislation on Day Care," (September 5, 1984) (199)
- Woolsey, Suzanne, "Pied Piper Politics and the Child Care Debate", *DAEDALUS, Journal of the American Academy of Arts and Sciences*, Spring 1977, (September 5, 1984) (215)
- Wynn, Karen, Executive Director, American Indian Education Consultants, Inc., Tucson, AZ, (December 7, 1983) (216)
- Yanke, Michael, Second Vice President, Phoenix Mutual Life Insurance Company, Hartford, CT, (April 13, 1984) (86)
- *Yeamans, Ann, Parent; Chairman, Olney Extended Day Care Center, Olney, MD; Board of Directors, Montgomery Child Day Care Association, Montgomery County, MD (April 4, 1984) (87)
- Yocum, Jan Calderon, Executive Director, National Institute for Hispanic Children and Families/El Centro de Rosemount, Washington, D.C., (September 5, 1984) (147)
- Young, James T., President, Board of Directors, Children's Aid Society of Utah; President, Early Childhood Research Program, Utah State University, (December 6, 1983) (217)
- *Zigler, Edward, Sterling Professor of Psychology; Head, Psychology Section, Yale Child Study Center; Director, Bush Center in Child Development and Social Policy, Yale University, New Haven, CT, (April 4, 1984) (88, 89)
- Zigler, Edward, and Susan Muenchow, "Infant Day Care and Infant Care Leaves: A Policy Vacuum", *American Psychologist*, January 1983, (September 5, 1984) (218)
- Zimmer, Richard, Professor of Anthropology, Hutchins School, Sonoma State University, Rohnert Park, CA, (June 18, 1984) (90)